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DRUG PROBLEMS IN ARKANSAS: THE STATE AND LOCAL RESPONSE

HEARING

BEFORE THE

SUBCOMMITTEE ON FEDERAL SERVICES,
POST OFFICE, AND CIVIL SERVICE

OF THE

COMMITTEE ON
GOVERNMENTAL AFFAIRS
UNITED STATES SENATE

ONE HUNDRED FIRST CONGRESS

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DRUG PROBLEMS IN ARKANSAS: THE STATE AND LOCAL RESPONSE

WEDNESDAY, JANUARY 17, 1990

U.S. SENATE,
COMMITTEE ON GOVERNMENTAL AFFAIRS,
SUBCOMMITTEE ON FEDERAL SERVICES,
POST OFFICE, AND CIVIL SERVICE,
Little Rock, AR.

The Subcommittee met, pursuant to notice, at 9:06 a.m., in St. Vincent's Infirmary and Medical Center, Little Rock, AR, Hon. David Pryor presiding.

Present: Senator Pryor.

OPENING STATEMENT OF SENATOR PRYOR

Senator PRYOR. Ladies and gentlemen, good morning. Our hearing will begin at this time. My name is David Pryor, and the gentleman to my right is Robert Shepherd. Mr. Shepherd is the Arkansas Drug Director and the former sheriff of Grant County. Mr. Shepherd will participate with me in our discussion this morning.

I serve on the Committee on Governmental Affairs in the United States Senate and chair the Subcommittee on Federal Services, Post Office and Civil Service. One of the challenges of this subcommittee is to track federal dollars to see if the federal dollars that are being appropriated and being expended are truly hitting the target. That brings us to the subject of this morning's hearing.

Over the past decade, the Federal Government has spent more than $20 billion—I repeat $20 billion—to fight the war on drugs. Frankly, this fight has not been very successful, as all of us know. I do believe that interdiction of illegal drugs is an important objective. However, I have grave concerns that not enough of these federal dollars are filtering down to the states and to the local levels where they are so desperately needed. We have some charts behind us which will demonstrate that fact of life.

Last year, President Bush spoke at a memorial service commemorating the 161 law enforcement officers who were killed in the line of duty in the United States last year. All but nine of those officers who had given their lives were involved in state and local law enforcement offices. This, in my opinion, is where the gravest danger is, the local level, and this is where the fewest dollars are being expended.

Many of those in the audience today might not know this, but if, for example, the City of Sheridan or Camden applies for a law enforcement assistance grant, this money is applied for through the

State and through Mr. Shepherd's office. That city or that county must put up 25 percent of whatever is going to be expended. What we have today in our own state and across the country is that local governments find themselves financially strapped. They don't have the so-called matching money to get the 75 percent of the federal money to be expended on the local level. So, therefore, we have a real dilemma.

Over the past decade, state and local law enforcement have only received about $500 million—that's in a nine-year period—to fight the war on drugs. This means that less than three percent of this $20 billion already expended has been spent on state and local law enforcement. Now, we did increase the state and local law enforcement assistance grants by some $300 million in September of 1989 for this fiscal year. However, that might sound like a lot of money, but that is only a little bit more than one dollar per citizen to be expended on the local level throughout the whole United States.

I am also very concerned that private contractors and consultants are reaching into this huge pot of money and getting it before it makes its way down to the local level. I think that we are seeing too many contractors and consultants hired to organize and study initiatives. The many past studies and reports may have served their purposes, but, in my opinion, we are at a saturation point of studies, reports, and statistics. What we need now are local dollars being expended on the local level.

The Senate passed the "Drug-Free Rural America Act" last year where we attempted to equalize the formula by saying that rural America, states like Arkansas, will get our fair share of federal dollars. Now the question is, "Will that particular Act, when signed by the President, be implemented in a proper way?"

[Senator Pryor's prepared statement follows:]

PREPARED STATEMENT OF SENATOR PRYOR

The purpose of today's hearing is very simple. I have come here to listen to the people whom I consider to be the real experts, the front-line troops in the war on drugs, those of you who face the problem day in and day out. Our newspapers from around the state continually relate stories about the tragedies brought on by the drug epidemic. For years we have been telling people to "Just Say No!" I think this message bears repeating, but we have come to realize it is clearly not enough.

Over the past decade, the federal government has spent more than $20 billion to fight this scourge. While I believe that interdiction of illegal drugs is an important objective, I have grave concerns that not enough money is getting down to the state and local levels where it is desperately needed. As we can see from these charts, the problems in Arkansas are escalating and are as serious as the ones found anywhere.

Last year, President Bush spoke at a memorial service commemorating the 161 law enforcement officials who were killed in the line of duty the previous year. All but nine of the people who had given their lives were involved in state and local law enforcement. I was struck by this fact and began to wonder how much of the billions of dollars that we are spending actually go to the state and local levels.

I asked the General Accounting Office (GAO) to investigate, and they found that the bulk of the $20 billion has gone to feed the federal bureaucracy. Over the past decade, state and local law enforcement authorities have only received about $500 million from the federal government to fight the war on drugs. This means that less than 3 percent of the $20 billion that we have spent has gone to state and local law enforcement. I am pleased that the new drug bill increased state and local law enforcement assistance grants by some $300 million.

There is obviously a vital role for federal agencies in the war on drugs, and I don't deny that. However, I have a long-standing concern that whenever the federal government throws a lot of money at a problem, agencies don't always use the money in the most effective fashion. All too often the funds go to consultants and contractors hired to organize the new initiatives. This is particularly true when federal agencies in Washington receive massive infusions of funds for new programs.

The many past studies and reports have served their purposes. Now it is time to move forward in this fight by acting on what we all know. We have to educate the public as to just why they must say no. For those who were not strong enough to say no, for those we didn't get to in time, incarceration alone is not the answer. As someone said to me recently, if all we do is lock them up and put them to work crushing rocks, the only thing we will have done is created stronger, healthier drug addicts or worse yet, drug dealers.

At the end of the last session, Congress approved a $9 billion drug package, $900 million more than the Administration had requested, that provides additional funds for anti-drug efforts. The Senate also passed legislation I introduced known as the "Drug-Free Rural America Act" which will provide more drug war funding for rural states such as Arkansas. I realize that these are only steps in the long, up-hill battle, but they are steps we must take in order to save our most precious resources, our people.

Today, we will hear from inmates who were on the wrong side of the war. We will hear from students who are organizing their peers into anti-drug groups. Then we will hear from law enforcement officials, treatment and education experts, and community activists who actually fight this war on a daily basis. This hearing will provide me with the information I need to help ensure our state gets its fair share of the federal resources. On January 29, William J. Bennett, President Bush's Drug Czar, will release the second part of the President's Drug Control Strategy, which makes the need for this hearing even greater. I hope to use this information to evaluate the Administration's plan and ensure that the plan addresses the real problem issues.

Senator PRYOR. Before I introduce our first panel, let me take this opportunity to thank the fine staff and generous people here at St. Vincent's for allowing us to hold our hearing here this morning. Some of you know this hearing was originally scheduled for last October, but it was cancelled because the Senate was called back into session.

Let me also state that on two occasions in the last three months, I have written letters to Mr. William Bennett, who is our Federal Drug Director—our federal drug czar—asking him: one, if he would like to appear at this hearing or two, send anyone from his staff to participate in this hearing. Let the record show that neither Mr. Bennett nor anyone in his office responded to our requests.[1]

Today, we want to ask the question, "Are these dollars hitting the target?" That is what we are trying to ascertain. "What are we doing with these dollars once they arrive?" Let me at this time call on Mr. Shepherd and see if he has any comments.

TESTIMONY OF ROBERT SHEPHERD, ARKANSAS DRUG DIRECTOR

Mr. SHEPHERD. Well, I would just like to say that I am certainly honored and privileged to be here to join the Senator in this particular hearing, to hear comments from those of you who are here to testify. I had the opportunity in the past few months, since August of '89, to visit with several of you and to hear some of the testimony I'm sure that will be presented this morning, but it's always an opportunity for me to be available to learn—we're still in the learning process. Certainly I'm interested in what you have to say, and this will be a good meeting this morning and shed some light on the drug problems in the State of Arkansas.

Senator PRYOR. Thank you, Robert. We are going to hear this morning from two inmates who are presently incarcerated in one of our correctional institutions. These two individuals got on the wrong side of the drug war and, certainly, the wrong side of the law, which is evident. We will hear from students who are today organizing their peers into anti-drug groups within their respective schools. We will hear from law enforcement officials. We will hear from those involved in drug treatment, education experts, and community activists who with very few tools and very few weapons and actually fight this so-called war on a daily basis. I think this hearing will certainly provide me and my colleagues in the Senate with a lot of information that we sorely need as we continue to follow the war on drugs, fight that war on drugs, and to make certain that these dollars are being spent in a proper way.

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[1] See p. 113 and p. 115.

We are now going to call on Jimmy Webb and Arthur Bridgewater. We welcome both of you this morning. I don't think that either of you have a prepared statement, but I do have a few questions and I'm sure Mr. Shepherd does too. We are going to let you each tell your story, and then we will ask some questions. Mr. Webb, if you would begin, we would appreciate it very much.

TESTIMONY OF JIMMY WEBB, INMATE, ARKANSAS DEPARTMENT OF CORRECTIONS

Mr. WEBB. Me and Arthur have been doing the inmate panel discussions, going to different schools throughout Arkansas and different organizations throughout Arkansas talking mainly about how drugs led us to where we're at today which is prison, about prison life, and generally just anything they want to talk about, ask questions about, the prison life or drugs. We've got a lot of good response about it. We've benefited from it, as well. It took us a long time to realize that we did have a drug problem and denial is a big part of it. And then when we did, it was like too late and we were already in prison. And every time I've been involved with the law, it's been when I was either high or under the influence of alcohol or something. I've never been straight and been in trouble with the law. I think the statistics are that over 80 percent of the people in prison today either have a drug or alcohol related crime. So it's definitely a problem. So we go to schools and we see 12- or 13-year-old kids in Arkansas now.

And I saw a time in California where it was not emphasized so much like the incident at Central and so forth because that's been happening for years. And ever since I was a young kid, I've always heard people say that Arkansas is 10 years behind times. But—and they listen on television, they listen on—read in the papers about all of these incidents in other cities and drugs and gangs and shook their heads and they said, "No, that could never happen here." Well, it's happening here now, and parents and everybody has like got their heads cut off. They don't know what to do. And I just think in 10 more years, we're really going to be in trouble if we don't do something.

It seems like the kids today don't have the parental supervision they used to have. They're just wide open. They want—anything they want to do, it's okay. Just parents are—the denial thing. They don't want to admit that their kids could do this. I grew up in a rural community in northeast Arkansas, and my father was sheriff of Lawrence County and I was fully aware of what was right and wrong. And if somebody told me when I was 17 years old that I would spend some six years in prison, there was no way. I had my goals and I had things that I had planned on doing, but it didn't work out that way. I got involved with drugs when I was 17. It escalated from marijuana to cocaine. I had a heavy cocaine habit.

Senator PRYOR. Did it start, by the way, with alcohol before that?

Mr. WEBB. Well, yes, sir, I guess so, because when I was going to school, I never knew of anybody doing drugs. In '75–'65 down around Jonesboro, Walnut Ridge, you just didn't see drugs. It was mainly going out and drinking some beers, you know, getting drunk. That was the high thing. When I went out to California in the Marine Corps. everybody was getting high. I mean, it was like there was more dope on base than there was out in the little town outside the base. You got a lot of peer pressure, and that's what we see in the schools today. Whether it's Judsonia, Ola, wherever, from the small communities to here in Little Rock, you see these kids are walking around with these—you know, cut-down hair cuts and they're all wearing the same thing, and it's all, like, they feel they've got to do this to belong. And there's more peer pressure on kids today than there was 10 years ago. And parents and teachers, they just don't know how to handle it. They're not trained here in this state to deal with it. So it's like they're just avoiding it or just trying to let them go their own route and hanging their head.

But I think that if you start with the kids, and assuming they know—the biggest comment that I've heard that really got me was you catch somebody that's getting high for the first time, send them to jail. That does not make sense to me because you're not solving the problem there. If you send a alcoholic to prison or a drug addict to prison, when that person gets out, he's still going to be an addict. He's still going to be an alcoholic. You're not solving the problem, you're compounding it by taking away everything: his home life, his job, his security. And when he gets out, he's still got basically the same problems, only more so. And sending somebody for being high the first time to jail in order to try to re-educate them and send them to an in-house drug program, some kind of drug treatment program instead of incarceration.

Senator PRYOR. I'll ask you some questions in a moment and I know Mr. Shepherd will. Mr. Bridgewater

TESTIMONY OF ARTHUR BRIDGEWATER, INMATE, ARKANSAS DEPARTMENT OF CORRECTIONS

Mr. BRIDGEWATER. My name is Arthur Bridgewater.

I'm 34 years old, and I've been a chronic drug abuser for the past 20 years.

Senator PRYOR. You started when you were 14?

Mr. BRIDGEWATER. Yes sir. Heroine, cocaine, marijuana, you name it, I've done it. I've been in prison four times now, and I've done a total of twelve and a half years in prison, and just this time around going to prison in January 22nd of 1988, did I come to realize that my drug habit and my addiction had to cease somewhere. And I had a lot of time to do a lot of sober thinking, and I've come up with the program for myself. It's going to be very selfish. I will never use another drug. Why? Because I've reached rock bottom. Twenty years of my life has been wasted, and I have kids, you know, myself, now and they're coming of age to where as they would want to see if they don't have the proper guidance. And I look out at the news media and every day I see someone 14, 15 years old robbing something. For what? Narcotics. And I see guys coming to prison with life sentences, 90 years, 50 years. For what? Narcotics.

Cocaine has become a way of life for a lot of guys on the streets at a very young age, and I can see how it has became that because I have been through that myself. And my thing is to try to do everything that I can to help someone not to become the person that I was because there were times that I would do anything to get high. I would throw a rock through a window to get a watch. I would throw a brick through a window to get a television. And those are probably crimes that in the long run adds up. I pulled over 2,000 burglaries in my life against other people, you know, and I've had time to sit and think about it. What if somone took mine? How would I feel? Those are things that I never thought about before. Sitting in prison this time, I haven't had an opportunity to come home. There are those who got so hung up on drugs that will never go home because they have life sentences for the crimes they committed. And every day, I have an opportunity to look around me and I see more and more of the things that I don't like. It's making me sick now to see drug addicition and drug abuse that's going on in my community. I don't know what's going on around the world, but I do know in the east side of Little Rock, there is drug infested homes, just the whole area is drug infested. And I wish there was something that I could do. Maybe if I could say one thing to help one of the guys there, I would like to do something and——

Senator **Pryor**. Let me ask you a couple of questions. It is my understanding—I know that you have already interviewed with our staff—didn't you go to a burglars' school? Tell us about that.

Mr. **Bridgewater**. Yes. I was in Illinois in Cook County, and I got affiliated with the drug gang there that controlled the south side. And I was sent to school after I had joined the gang to learn how to crack safes, pull burglaries, sell stolen rings, or whatever. And all of this was taught to me by professional safe crackers, burglars, burglar alarm man.

Senator **Pryor**. So you reached the point you didn't care if it had a burglar alarm or not?

Mr. **Bridgewater**. No. I could get in, you know. That's what I was trying to do. And I was trying to do it and given drugs any time, money, cars. Anything that I wanted, you know, I could get it. All I had to do was go to work and do what I was trained to do.

Senator **Pryor**. How much did it take for you to support your habit? I'll ask both of you that. What was it costing you to support a daily habit?

Mr. **Bridgewater**. Eighteen hundred dollars a day for myself.

Senator **Pryor**. Eighteen hundred dollars a day for yourself. This was cocaine?

Mr. **Bridgewater**. Cocaine alone.

Senator **Pryor**. It's a wonder you're still alive right now.

Mr. **Bridgewater**. Right.

Senator **Pryor**. Mr. Webb, what about your habit? What did it take to support your habit?

Mr. **Webb**. When I got out of prison this time I tried to stay clean. And I got employed and everything and was doing relatively good as far as, you know, making it in the community. And when I made the mistake of trying it one more time thinking well, I can do it this time. And before I got busted, my cocaine habit got up to $500 a week. That was over about a two-month period of time.

Senator **Pryor**. How much more on your sentence, Mr. Webb, do you have to serve?

Mr. **Webb**. I go up for parole next year. I've been down almost two years now on a twenty-year sentence.

Senator **Pryor**. Mr. Bridgewater, how much more on your sentence.

Mr. **Bridgewater**. I have 19 months before I'm eligible for parole.

Senator **Pryor**. Now, before you were incarcerated, were there any programs in your local communities where you could have gone for drug rehabilitation or for information? Did you seek this or want it or was it available?

Mr. **Webb**. In Little Rock, there are several organizations as far as self-treatment programs you can go to. But you've got to understand when you're using drugs, you don't want no help, you know, until you hit bottom so something traumatic happens, whether it's a car accident where you killed somebody or whether you injured yourself or whether you go to prison, it takes something like that to make you stop and think. Until then, as long as you're going on and on in a daily life out there and you're getting drugs, you don't want no help, all you want is more of that drug. People just don't understand. They don't understand what prison life is really like unless you've been there, and you really don't understand. I don't care what kind of books you read or what people tell you. Until you've been a drug addict, you don't know what drug addict means.

Senator **Pryor**. Mr. Bridgewater?

Mr. **Bridgewater**. I went to Lexington, Kentucky Federal Narcotic Farm when I was 16 years old. I stayed there a year. And upon my release, I got off the airplane in Little Rock and I was using heroin in less than 24 hours. So again, you have to hit rock bottom with something. I've been to the Gyst House in Little Rock. I've been to St. Vincent's—not St. Vincent's, but Baptist Medical Center for treatment. And the individual has to want to stop himself bad enough, something—like Tim said, something dramatic has to change in your life——

Mr. **Webb**. Nobody can change you. Nobody can make you get religion unless you want it. You can't stop using drugs unless you really want it.

Mr. **Shepherd**. I'd like to ask each of you why you started in the beginning, why you initially started using drugs? What was your reason for it?

Mr. **Bridgewater**. My reason for using drugs was I wanted to fit in somewhere.

Mr. **Shepherd**. Peer pressure?

Mr. **Bridgewater**. You could call it peer pressure, but it's a way of life where I'm from. And I wanted to fit in so bad that I would do anything to—you know, to go along with—get along with the guys. And I was offered a joint of marijuana from the beginning and it went. I didn't like the high, no one would, because I was scared, paranoid. But I used it every day until I got sick and tired of that and wanted something stronger. Marijuana didn't do it for me.

Mr. **Webb**. Before I was in the Marine Corps, when I was 17, I never got high, I never used drugs, and really hadn't—the strongest I had ever saw was a bag of marijuana. But when I went into the service, here I am, you know, a country boy from Kansas that had never been to the big city, and I'm in California with these guys from all over. And like I say, it came down to peer pressure. You want to—you know, you're away from home and you want to fit in and you want to feel like that you can belong with those people, and that's how I got started. I started smoking dope regularly, escalated to stronger stuff.

Senator **Pryor**. What about the rehabilitation programs or educational programs they have in the correctional unit or in our state system? Are they good or bad? Are they helping you and other inmates?

Mr. **Bridgewater**. They have helped me tremendously. They have a substance abuse program that is taught by inmates that have been through the problem. If you are good enough and you learned the program well enough and it has helped you well enough, then you can become a counselor. But now they still have professional people that come in every day and oversee the program. Now, for myself, it showed me a part of myself. It made me do some sober thinking, some real thinking where my life would be ten years from now. I can actually sit and plan now five, ten years ahead. I know that I will forever be an addict. The craving will forever be there, but I know how to resist it now. And through that program, that's what I've learned. Before, I probably never could have gotten away from drugs.

Mr. **Webb**. Like Bridgewater said, they have substance abuse treatment programs that we call SATP. It's an intense 30-day—you don't go to work, you don't do anything. But you're in this building and that's what you do. And you study mental attitude, so forth. It's a required—it's become more of a required program for just about everybody that comes to the unit. And it's real good, and at the same time I wish they had more of those kind of programs, a longer treatment program, 'cause 30 days for a drug addict is not really enough. It gives you the basic ideas. Unless you know—unless you understand what your problem is, it let's you know what you can do to stay sober or straight. But the big thing in the Department of Corrections is you've got so much emphasis on rehabilitation and this is on—habilitation, you know, getting space for more inmates. You have the crowded space. There should be more emphasis on education.

Senator **Pryor**. Let's make an assumption here, that each of you hopefully someday will walk out of prison. You get off the bus or out of the car or whatever in your respective communities. What happens to you then?

Mr. Bridgewater. I have a job waiting. I have skills that I can get a job in most any state that I go to.

Senator Pryor. I hate to say it. You may be skilled in the wrong areas, Mr. Bridgewater.

Mr. Bridgewater. Legitimate schools such as, I'm a barber, I've had schools in prints and drafting, I am a certified welder. I'm a certified butcher. And I have plans on doing that. But there are so many who come out of prisons that don't have skills, that don't have an education.

Senator Pryor. Will there be a support system, a drug support system, waiting for you and others like you and for your colleague, Mr. Webb?

Mr. Bridgewater. Yes. I'm sure there are programs somewhere or someplace that we can go to and get assistance, and they will help me schedule with the counselor at the unit, and it's up to the individual that wants—that he wants it.

Senator Pryor. Mr. Webb, what are you going to do when you get out? What is going to happen to you?

Mr. Webb. I've talked a lot about when I get out I want to go back to college.

Senator Pryor. Do you have any college, by the way, under your belt?

Mr. Webb. A year and a half U.S.C. in California. But my main thing that's going to keep me out is two things. One, I am going to be doing this every day. I am going to be talking to some organizations, working with some organization group. I like working with younger people. I see there's a real demand for people that's been there. I think I can turn some of my past mistakes into maybe something beneficial to others. The other thing is back in February of last year, I went on emergency furlough to see my step-father get buried, and I seen my family and my relatives from all over different states come there and friends. And I'm almost 30 years old. I don't have a wife; I don't have any children. And it made me stop and think well, if I keep going this way, doing a life sentence on a payment plan inside, you know, prison when I get buried, I'm not going to have nobody there. So that's pretty scary.

Senator Pryor. All right. Now, those things sound good. You want to help others not to develop a habit or those who might be falling into trouble, getting outside the law. I know you want to help them, and that's very altruistic, but that doesn't pay you to go back to school, nor does that pay to keep you up financially. How are you going to support yourself?

Mr. Webb. Senator, I've been working for the last two years for nothing in prison and I've been doing some seven-day-a-week jobs down there working twelve hours a day sometimes. And as long as I've got a place that I can be free, that will be enough payment.

Senator Pryor. We have a lot of students today in the audience. Just tell them about a day in the life in prison.

Mr. Bridgewater. Well, our day starts in prison at four o'clock in the morning, if you want to eat breakfast.

Senator Pryor. Would you bring the mike a little closer, Mr. Bridgewater? Thank you.

Mr. Bridgewater. My day in prison starts at four o'clock. That's if I want to eat breakfast. At four o'clock in the morning, most young people are just turning over in bed to sleep good. But I get up at four. I go take care of my hygiene and I go to breakfast. I eat breakfast with at least 200 other guys every morning. In prison, you have no privacy, none whatsoever. I work seven days a week. I run the trash wagon route. I go to work at eight o'clock in the morning. I work until noon. I come in from work at lunch, go to the kitchen where I eat again with 200 other guys.

Now, in prison, remember, inmates plant the food, they cultivate it, they clean it, they transport it to every unit, and inmates prepare it. Now, you have in prison guys that doesn't take a lot of pride in their work as far as preparing food in the kitchen. So don't be surprised if you look through your meal when you go through the line and you find a bug in your tray or rocks in your greens. But if you've been in prison long enough, you learn to take that to the side and keep eating because you have to eat.

Okay. I leave there, leave the kitchen after I eat that meal, and I go back and relax for about 40 minutes or maybe 30 minutes. Then I have to turn back out the back gate again and I work until five in the evening. I get off at five. I come into the barracks, take my shower, read my mail if I have any. I watch the news, and then they call gym call or law library or church. And a lot of times, I like to go to church or to the gym to work out. Every day, I shower with 10 other guys, I sleep with 25 other guys bumper to bumper, elbow to elbow. We have a television. I know a lot of people say, "Well, I've heard that it's a luxurious place in prison. You've got a color television." So we have a color television, but you only watch what the majority wants to watch. You have to vote on every program that you watch. And remember again in prison, you have guys with less than a fifth grade education, 70 percent of them. So their mentality is not as high as one would think and they would want to watch cartoons when the news is on. So you're not always satisfied with the programs that is on television. This goes on every day of the week in prison.

Now, they have a hoe squad in prison. Those are the guys who are just coming to prison or lost class and has to work their way back up in status. They work from seven in the morning until a quarter to five in the evening also, but all of their work comes with a hoe. I have seen trees come out of the ground from their roots with a hoe. I have seen fields turned into gardens, acres, acres after acres, with a hoe. You work in prison. There isn't a easy day there. The smallest things in the world that we take—that you take for granted every day like you get up and put on your sweater or your pants, your designer tennies or whatever, we can't do that. Choices are taken away from you in prison because we have to wear white clothes every day, 365 days a year. You take for granted getting up and turning your television on, watching your favorite movie, we can't do that in prison. You take for granted getting up, your mom tells you to take the trash out and say, "Oh, I'll take it out after while." In prison, you have to do it whenever you're told to do it and do it in a fast and expedient manner. Whatever it is, whether you like it or not, the choice is not yours anymore when you come to prison.

My name is Arthur Bridgewater. My ADC number is 75124. I'm the 75,124th person to come through the gates, and that number was given to me 10 years ago. I very rarely hear my first name in prison. I always hear Bridgewater, 75124. You go by a number in prison. Everything is by a number. Now, the guys are coming in prison with the ADC number of 90,106. Ninety thousand. And that number started a year ago and they're steady coming in.

They're coming in so young now that it's a problem to where to house them at. There's nothing free in prison, not even your thoughts. You are the unhappiest person in the world. You think you are unhappy now, come to prison, then you'll really see what unhappiness is. You'll see what being miserable is. I'm punished every day, not physically, but mentally, because I am being kept away from my family, those who care about me, those who I love. I have a son that's 10 years old. I don't think he's saw me at home with him for two years in a row since he was born. I have hurt him. I have hurt myself. I have hurt my mother, my father, everyone. And believe it or not, only three years ago, it didn't matter to me if I hurt them or not because they weren't even on my mind. The only thing that concerned me was getting an ounce of cocaine to get high on.

But all of that and that type of thinking is what led me to prison, what has kept me in prison for a number of years. So if there is anything that I can say or do to turn one person around, just let me know 'cause prison is no place for anyone. It's hell.

Senator **Pryor**. Thank you, Mr. Bridgewater. Mr. Webb.

Mr. **Webb**. Some of these young people in here might have already seen us. We've gone to several schools in this area. The key thing—everything that Bridgewater tells you is true. Prison is—the main thing is it's a real lonely place. You don't have anybody there holding your hand. At least you better not. The key thing is when you go to prison, you know, people that's never had any experience with it, they say, "Well, you go to prison, you pay your debts to society and you go back on out and get straightened up and you live your life." That's not where it ends.

When you go to prison, for the young people here that has aspirations of being in some sort of sports, to be a lawyer, or to be some kind of—some form of professional job, you can hang it up. 'Cause if you go and apply for a job, what is the first thing that you see on that application? "Have you ever been convicted of a felony?" So when you go to prison and you pay—you do your time and you get back out, you're still paying for it. I've come to believe that I will pay for this the rest of my life. I will always be an ex-con. I will always be an ex-con. You don't have the right to vote. You don't have the right to own a firearm. You don't have the right to do so many things that it makes you feel that in a sense you're not even a citizen because your rights—your basic rights as a citizen, a majority of them are taken or modified to a sense where you might as well not have them.

I mean, when you go to prison, young people, mom and dad are not going to be there. You have no friends in prison. There's guys that's been down there for years, and all they think about is how to get over on you. All they're thinking of is the perfect crime. And I've never met anybody in prison that has done the perfect crime. The perfect crime—obviously, or they wouldn't be there.

All of this running around—let me tell you young people something right here. If you've got friends that are doing drugs, alcohol, and you want to belong to this group of friends so bad that you feel that you've got to do drugs and alcohol to belong to their group, I am going to tell you, you don't need that group of people in your life. Because if you do this, if you've got to do something that you know doesn't feel right or you do something that you normally wouldn't do just to be friends with somebody, that's not right. Be an individual. Make your own choice. You know what's right and wrong; we all do. We're born with that knowledge. We can't make excuses and we can't blame it on the other guy all of our lives. And when you to prison, I don't care who your father is, I don't care if he's a politician, I don't care if he's rich, I don't care if he owns his own business. If you keep messing up, sooner or later it doesn't matter who you are, you're going to go to prison. Or you may not be so lucky and you may get killed or you may die. See, it's not just one or the other, you know. It doesn't—you're not just going to end up caught or not caught, you could die, you know.

You're wasting so much. You've got more opportunity in these days and times than ever before and you're blowing it. You know, instead of going out there and on your off time hanging on the block and trying to be cool, why don't you do something for yourself? Because right now when you're 15, 16 years old, you're building the foundation for who you are going to be for the rest of your life. You are building your morals, you are building your principles that are going to live by for the rest of your life. This is the time that you need to start working towards your goals, start looking ahead. Because in three years when you get out of school, where are you going to be? You're still going to be hanging on the block? You're going to be doing the drugs or you're going to get big time and start selling the drugs and be really cool then. You know, we see so many imposters, so many fakers, everybody wanting to be somebody else, you know. There comes a time when you have to pay the price, and I am sick and tired of being sick and tired, people, you know. It gets to that point, where you wake up and you think God, another day of this, you know. And then you look at your calendar and you've got to be here for a certain amount of time. There is no ifs and butts. When that judge gives you that sentence, you've got to do the time. There's no calling up and say, "Hey, I'm sorry. Everything is cool now. I am going to be all right. I am going to go on home. I'll never do it again." You don't do that. You have got to do that time until the Board of Correction or whatever let's you go.

Senator **Pryor**. Mr. Webb, thank you. Mr. Bridgewater, thank you. Let me ask one final question. Neither of you have the right to vote but you have the right to give advice, advice to so-called policy makers, office holders. And I'm asking you to advise me right now on what the Federal Government could do in the war of drugs that we're not doing now? What would you suggest that the system needs?

Mr. **Bridgewater**. More drug education, more drug houses to help the individual that's addicted. Put a program somewhere where he can voluntarily come in and say, "I'm tired. I need help."

Senator **Pryor**. Mr. Webb?

Mr. **Webb**. I agree with Arthur. Education is the key thing.

Senator **Pryor**. At what level? At what age?

Mr. **Webb**. On all ages. On all levels. You've got parents that don't understand about this—that don't understand the drug system that—any more than their kids, you know, and in a lot of cases less. You know, these are 13, 14 year old kids coming home with drug problems and their parents don't know how to deal with it. And also in the prison system, you know, you've got people that's going to prison with drug related crimes. There should be more emphasis on more education inside of your prisons because these people—over 75, 80 prcent of the people who go to prison are eventually going to go back to society.

Senator **Pryor**. One more question. You talked about east Little Rock. That's right here at home. That's just a few blocks away. We're not talking about some third world country here; we're talking about our own neighborhood. Now, what can we do about east Little Rock? Could we surround it and build a wall around it? Don't we know what's going on there? Are you saying this is the fault of law enforcement officials locally? Who is at fault?

Mr. **Bridgewater**. It's the parent's fault right now because a lot of parents don't even know the symptoms of a drug addict and they're walking around every day. You have—what needs to be done is more programs put into the community itself like for instance the Jaycees. If you had guys with enough initiative to step forward and say, "I want a Jaycee chapter here. Our first goal within this chapter is to combat drugs in the neighborhood itself." Get everyone in the neighborhood involved. It's not a thing where one or two people can go in and change it. It's going to have to take the whole community as one to get something done. The parents, the church, and if there's enough heat put on, I know for myself that if a drug dealer has enough heat put on from a community, he's going to move out.

Senator **Pryor**. Mr. Webb, do you have any comments on this?

Mr. **Webb**. When you have a drug problem, you know, like we have now, it's not only the drug pushers that's the problem 'cause he wouldn't be there if he didn't have the user demand to front him. And if you have something out there to reach out to those that know that that energy that these young people have to get them interested in more projects out there, maybe you could pull them away from this. Because right now, they're just wandering around the streets and getting high and that's it.

Senator **Pryor**. Mr. Webb, Mr. Bridgewater, I want to thank you. Robert, do you have any follow-up questions?

Mr. **Shepherd**. No, I don't have any.

Senator **Pryor**. What I wish we had time to do—and I don't know that we do—is to have our audience ask you some very, very penetrating questions. Maybe we'll do another one of these sessions another time. Would you be willing to stay with us a little longer? I know you don't have a lot of choice in that. Would the officials mind if they could remain a little longer? Thank you both very much, Mr. Webb, Mr. Bridgewater.

I would very much like to make one comment to the correction official. I don't know how many others with similar stories are in our institutions; but their messages are so much stronger than any statement a politician like myself or anyone else can make, I feel it is important that they be allowed to go out and tell their stories—they have been there; they have sunk to the depths. That is the message I hope will be told all over this state. Thank you very much for allowing them to be here.

Now, we have four students. Let's call Christina Clark, Paul Simmons, Kerri Milligan and Jawanza Whitfield. These four individuals have done some outstanding things in their schools. If you have a statement you would like to read, that will be acceptable, but we are going to try to limit them to three or four minutes each. Then we will ask you some specific questions. Now, we'll call Christina Clark, who is with Teens Are Concerned, Ridgecrest High School, Paragould, Arkansas. We welcome you, Christina. Would you like to make a statement? If you would, pull the microphone closer. We want to hear what y'all are doing because there are other schools that may want to follow suit.

TESTIMONY OF CHRISTINA CLARK, TEENS ARE CONCERNED, RIDGECREST HIGH SCHOOL, PARAGOULD, AR [1]

Miss CLARK. Senator, we are a dynamic group of young people in northeast Arkansas who call ourselves Teens Are Concerned, TAC. We are a community based group. We began in 1983 when we became concerned about those around us who were using and abusing drugs and alcohol. There was no assistance originally available to us at the school level, and so we began looking for financial aid in other divisions of the federal and local agencies. We became associated with Crowley's Ridge Development Council, a nonprofit, community action agency. They and the Paragould Parks Department cosponsor our group. TAC requires a one-day training for membership. We eventually teach our young people communications skills, problem-solving skills, how to deal with peer pressure, basic drug education information, and basically whatever they are involved with in the community. Support of TAC has grown in the last three or four years because the community and area have become more aware of us. The Dana Corporation funded TAC's highway billboard from 1986 to 1989, which teaches our teens, "Get high on dreams, not on drugs."

We sponsor many alternative activities such as the New Year's Eve party and Children's Health fair. We also travel all over Arkansas presenting educational programs for schools, 4-H groups, to basically anyone who wants them. We work with all age groups, children all the way up to adults. We write our own materials. We don't go out and buy a play or a script and then produce it. The TAC kids themselves make materials, write and produce. Anything that needs to be done, TAC students do. One of our biggest success stories was in TONE, Teens of Northeast. It's a huge weekend conference that we hold each year. The first one involved over 200 students from 31 school districts, and they were all issued a challenge to go back to their schools and begin a program similar to TAC that could combat drugs in their schools. We taught them how to start programs, carry them out, how to write materials, how to produce things on their own, and they were challenged to create "original ideas." Nine schools originally took the challenge. Five others then later decided to join in. So out of one TONE conference, we have fourteen new programs that have begun. We also sponsored TONE 2 in December, and it was even a bigger success. We had 264 young people, 65 school staff members from 42 school districts. And we don't even know yet the different drug education programs that will come out of TONE 2.

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[1] See p. 55 for Ms. Clark's prepared statement.

We joined in with KAIT, our local television station, and did four public service announcements for the community. We've been recognized by the Mississippi River Delta Commission, and we were featured in AETN's public service special "Out of the Fast Lane." And that AETN special was chosen to view nationally. We were chosen just in 1989 as One of Twenty Exemplary Programs in the Nation. That was a huge honor for us. And one of our former presidents, Laura Lawrence, was chosen for the Roosevelt's Top Youth Award.

Although we've had a lot of accomplishments and a lot of good things come out of our group, we've made a lot of progress, we still have some barriers. Problem one, financially we're not doing well, because the two educational co-ops that agreed to pay registration fees for their schools' students to attend TONE 2, have yet to pay those registrations. And if those monies are not received, TAC is somehow going to have to come up with a lot of money to pay for TONE 2, and we don't know where that money——

Senator PRYOR. How much money?

Miss CLARK. I have not been told the exact figures. I have not been given that information. More than TAC has available at the time.

Senator PRYOR. I was going to see if I could raise it for you here this morning.

AUDIENCE MEMBER. $80 per participant for meals, lodging, training, etc.——

Miss CLARK. $80 registration fee, and we had 264 youth—65 school staff, and I'm not sure what all that works out to be. But if we don't find the money to pay those Tone 2 bills, our credibility and reputation is going to be hurt in a negative way, and our hopes of doing Tone 3 is going to be clouded over in a lot of ways. But no matter what kind of obstacles we have or how challenging, we decided in '83 that we were going to change our community. And just this last year, we've began growing and we've got great numbers of people enrolled and more people who are always ready to work. And no matter what happens, we've decided that we are going to change our world because there are people out there who are hurting and dying and who need help. And if we can have a part, even small, in educating those people, then it's worth a try. So we'll overcome those barriers!

Senator PRYOR. Christina, I want you on my side. Thank you very much. That was a very, very wonderful story. We're going to ask you a couple of questions in just a moment. Now, we're going to ask Paul Simmons from Ashdown, Ashdown High School, to tell us about the group he is associated with PRIDE, Paul.

TESTIMONY OF PAUL SIMMONS, PRIDE, ASHDOWN HIGH SCHOOL, ASHDOWN AR [1]

Mr. SIMMONS. My name is Paul Simmons. I'm a senior at Ashdown High School, and I've been with the PRIDE program for about five years. The PRIDE program is an affiliate of America's PRIDE from Atlanta, Georgia. We use songs and dances and skits to make drug education a little more fun and enjoyable. And we have training sessions and workshops where we go into other schools all through the state and help them and work with them. We have a good time, but we also try to get some more programs that are similar to ours started in their schools. But what we're really about is not defining drugs and the harmful effects they have by showing scary movies about people dying on the highways high or drunk. We're not about that. We're more about people caring for each other and looking out for each other, being there for each other.

We really feel good about being drug free and having a good time. We're proud of it and we like to share that good feeling with other young people throughout the state. And throughout the course of our show, we produce excitement, laughter. We have fun. We might even pull a tear or two. But we didn't come here today because we have all the answers—because we know that we don't know all the answers. What we have discovered is that if we work hard enough and try hard enough, put our heart into it, we can really make a big difference in a lot of people's lives.

We've done a lot of shows; we've been a lot of places. And we've had, you know, standing ovations and everything. It's really a good time. But one of the things that is more special than any of that is when we have a show for elementary level and a 10 year old girl comes over to you with big brown eyes and looks at you and promises never, never, ever to do drugs, and that is really a special feeling. And if I could, I'd like to read a little letter that we received. "Dear Ashdown PRIDE: I would really like to say thanks for all that you did for us. I just wish there was a group like yours when my uncle was a kid. He drinks 12 cans of beer a day. Well, that's all, folks. P.S. Thanks again for saving so many lives." It's the little things like that just kind of makes me—I glow all over. I know that we have to fight the drug wars on the borders. We need more guns, more policemen, more airplanes. We need a whole lot of things that we don't have. But what we feel is more important than any of that is for young people to feel good about themselves. We feel that they need to know that somebody cares for them, knows that somebody is looking out for them, knows that somebody wants to be proud of them, and know that somebody loves them. We think that it's more important than any of the other things.

Senator Pryor, I can sit up here and say big words and talk about a program all day, but unless you come and see our program or until—you know, until you feel the joy and you see the excitement and the love that we share, until you see the magic of our program, it's going to be hard for me to help you understand what we're all about. And if you ever get a chance, I would love for you to come see us.

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[1] See p. 58 for Mr. Simmons prepared statement.

Senator **Pryor**. Thank you.

Mr. **Simmons**. But I know that everybody is telling us that we're losing the war on drugs in our society. They're telling us that, "What's the use. The youth of today, there's no hope for them. They're just going down hill and there's no use." But we're here today because we believe that "I can" instead of "I can't." We have to believe that. In Ashdown, we all got together and we decided that we were tired of the way things were going. We were tired of losing people. We were tired of folks getting messed up, and we knew we had to do something about it. Kennedy once said, "If not now, when? If not me, then who?" We decided to take this challenge; we decided to take a stand, and we're going to make a difference.

Senator **Pryor**. I know you are. Thank you, Paul. In a moment, I'd like to ask Paul and Christina and all of you about how young people are getting some of these drugs. I want to go into that if we can. I know that's sensitive. Kerri Milligan is our next panelist, Peer Facilitators, Mann Junior High School in Little Rock. It's good to see you again, Kerri, and we look forward to your statement. If you will, bring the microphone a little closer.

TESTIMONY OF KERRI MILLIGAN, PEER FACILITATORS, MANN JUNIOR HIGH SCHOOL, LITTLE ROCK, AR [1]

Miss **Milligan**. Peer Facilitators, we help to facilitate our peers. And people say, "Oh, we're just counselors." No, we're not. We counsel, but we don't tell the peers what to do. We listen and we're there for them and we give them positive statements. We help too—with drug and suicide prevention. We set morals for ourselves. We have very high standards and we have to, you know, pull together. Drugs are very bad, but, of course, I don't have to tell you that. As a Peer Facilitator, I've had, you know, many people come to me. I had one drug abuse person. He was using drugs and he was a friend of mine. And I had never known he had used drugs. He came to me and he told me, "Kerri, you know, what can I do?" And I said, "Well, you know, why do you use them?" And he told me the reason he used drugs—that he did not have a reason. And to me, there isn't a reason to use drugs. What I do to overcome my peers when they pressure me to do anything is I give out a positive peer pressure. I don't let them overcome me. Thank you.

Senator **Pryor**. Thank you, Kerri. Our next witness is Jawanza Whitfield. I believe you're at Hall High School. Did I pronounce your name correctly?

Mr. **Whitfield**. Yes, sir.

Senator **Pryor**. Mr. Whitfield is involved in their Tribe program and also the "Just Say No" group. We look forward to your statement.

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[1] See p. 61 for Ms. Milligan's prepared statement.

TESTIMONY OF JAWANZA WHITFIELD, THE TRIBE: JUST SAY NO, HALL HIGH SCHOOL, LITTLE ROCK, AR [1]

Mr. WHITFIELD. All right. Well, first of all, these people have all said some very important things. We're all out there trying to keep our kids from doing drugs and we're doing what we can. But like Paul said, we don't know all the answers and we don't know all the solutions. I've been to many trainings and many workshops and I've been so many places, I couldn't tell you all the places I've been trained and learned what to do, and I still don't know everything I need to know. And the problem is that we don't have enough time and we don't have enough money. We're not taking enough time. We've got the time, we just don't take the time. We've got to decide, hey, this is something that's important. Everything else is important, too, but we've got to do something about this now before—in 10 years from now, we will have more problems and bigger things to deal with. We don't have enough money. We need to get more money into these programs to help these people—to get more people to tell us what we need to do, to help us understand the problem a little bit better. I've—I've worked with the Arkansas for Drug-Free Youth and we put on a program, the Governor's Youth Conference, this year. This was just this past August. And every year, we have quite a few students. We had the most this year, over 300 students were there. And each time we do the conference, there's a big group. And we always get together. We bond. We only take out two days for the conference. We get together and we talk about the problems, we talk about what we can do for our friends, and then we go back and we do something.

We've put together community action plans and we start community groups and we help other schools that are small schools that don't have the groups. We help them decide how to get groups started. And being the president of Youth to Youth, we do a lot of things for the community in Little Rock. We present puppet shows to the youth; we do skits for the different schools. And the whole thing is trying to show kids that they don't have to do drugs, that there is something else to do. Everybody doesn't do drugs. That's a big myth that we try to break down any time we go out.

People think that everybody does drugs. Kids look up and say, "Well, everybody in high school does drugs," but we try to show them that you don't have to do drugs. You can have fun, you can do everything you want to do and not do drugs. And so if we had more people helping us—we need more students to get involved. We try to pull out, reach out and get more students. And there needs to be more incentive to help students because even though I know I have no problem saying no to drug, but there are a lot of my friends that I see very day that come to class and they're talking about what happened at a party last night. And they really don't say much except they got drunk and they laugh about that. And I don't have enough training to be able to say, "Hey, that was wrong," and get up and do something about it.

But I still am going to get more training. And if you have more students to get out and get more training to be able to help those people see that what they did wasn't fun, what they did really wasn't what they really wanted to do, then maybe they will start thinking about it. Like someone said earlier today, they had a lot of time to think in prison, and I think that's what the problem is, we're not thinking about what we're doing. And if we could get our students to think more, then we could stop the problem.

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[1] See p. 103 for Mr. Whitfield's prepared statement.

Senator PRYOR. Very, very nice statement. Thank you. Robert, do you have any opening questions here for the group?

Mr. SHEPHERD. The first thing I'd like to ask is, as students, what would you like to see us do as adults to assist you? I know you've said more money and assistance in those programs. What can we do from a State level as far as the alcohol, drug abuse coordinating counsel in particular are going to be involved in coordinating our drug efforts in all areas. What would y'all offer us as a suggestion to directly help kids and the youth program?

Miss CLARK. I think that one of the best things that you have done and I hope you continue to do, first of all, is just knowing that these people care and that you're behind us, that you support what we're doing, and our community is beginning to see the public relations that we have that you do care and that you're behind us. Basically knowing you're there, helping us get the financial help that we need, helping us find people to bring in, like they said, like training. Basically, just moral support and financial help.

Senator PRYOR. Any other comments on Mr. Shepherd's question?

Mr. WHITFIELD. I think if we could get some more positive incentives, more things like, for instance, when we do a program that we get something said about it. Because a lot of times, we get tired of the news media showing students arrested for drugs, student incarcerated, students doing bad things, and they get front page stories. And when students do something like hearings and these kind of things, there's a little article in the back page somewhere. If we could put some pressure on the press to show that there are positive images out there, because if we realize there is a positive thing, something positive to do and you can see it everywhere, then you will do it. Nobody really wants to get addicted to drugs. They do it because a lot of kids say, "There is nothing else to do." A lot of kids say, "All of my friends do it." Well, I don't do drugs. And if the news media would present this in a more positive way, then somebody else might not do drugs. And if we could get the pressure on them, that's something that would be nice to do.

Senator PRYOR. Robert?

Mr. SHEPHERD. I am going to write those things down.

Senator PRYOR. Do any of you have any comments on that question? I have a question or two. What about the availability of drugs, say, in the school or on the school grounds—marijuana, cocaine, heroin, or, whatever. Where are the drugs obtained?

Mr. WHITFIELD. Students have them.

Senator PRYOR. Pardon?

Mr. WHITFIELD. The students have drugs.

Senator PRYOR. You mean they come to school with the drugs?

Mr. SIMMONS. Yes.

Mr. WHITFIELD. It's very easy. Students know who has drugs, who the drug pushers are, where to call when they want drugs.

You can get drugs on campus all day long, and you can keep all the big name adult pushers out all you want to, but the high school students are the ones that are carrying drugs.

Senator **Pryor**. Now, the students know who the students are, but the students don't know who the dealers are who sold the drugs to the students. Is that right?

Mr. **Whitfield**. Some of the students know who their dealers are and some of the students don't. It just depends on how long they've been dealing drugs. I have friends that come to school. You know, they've outlawed beepers now. Well now, they have silent beepers, so now you can put your beeper on your side inside your shirt and feel a little pulse and nobody has to know you have it.

People who take drugs, it's so easy to handle drugs at school because two girls have a purse; they exchange purses; they switch back. That was a drug deal. Nobody—you can't just walk up to people switching purses and accuse them of making a drug deal, but they can do it very easily.

Teachers don't look for signs. Teachers spend too much time constantly worrying about when they're going to get their next paycheck; they're worried about—no, this is something that is important because the teachers are worried about so many other things that they don't take out time to look at the students to see if the student is drunk. They don't care enough to see, well, this one is drunk. I need to do something about it. There are some teachers that care but they don't know what to do. There it goes again. Training, we need. Teachers that don't care, they just come to school, I have to be here a certain amount of time and I'm going home. And then kids come in drunk, stoned, high, and nothing is done. I've seen kids come to class puking drunk; nothing is done.

Mr. **Shepherd**. What do you think needs to be done with those students from a school standpoint or from a law enforcement standpoint?

Mr. **Whitfield**. I personally believe that there needs to be a school set aside for students that have drug problems, students that are problems in class, all kinds of—enforcement schools, enhancement schools, special schools for these students that they get sent to for a certain length of time, one semester or two years, depending on how bad the situation is. And then I think the teachers need to be trained more, and at least get a better approach to the training. I see—we did something in our school—it was stronger than ever because the teachers had to do it. If we stop putting so much emphasis on, "Do it, do it, hurry up, get it done, have to do this, have to do this training, have to do it today," dah, dah, dah, dah, then we take the pressure off the teachers to get something and get the person to do something right. That is where we need to get it done.

Senator **Pryor**. Let me ask you this question, are any of—do any of you have any other comments about availability of drugs on the school grounds? Okay. Let's run down this list. We have a chart up here.[1] We spend most of our drug war money on interdiction.

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[1] See p. 121.

That's the Customs Service using ships and planes; investigations, that's the FBI, the DEA prevention; treatment; corrections; international investigations, trying to break up cartels, prosecution; state and local assistance which is way down the list; it's about three percent; intelligence; regulatory; and research. Now, if President Bush walked in and stood right here before this panel and you had a chance to say, "Mr. President, here is what we would like to see more of." What would you say? Do you think it ought to be in law enforcement, education, prevention? Where should it be?

Mr. Whitfield. Education. I believe that education is what we need more of.

Senator Pryor. You agree with the two inmates who came before us?

Mr. Whitfield. Yes.

Miss Clark. Prevention and education.

Senator Pryor. Prevention and education.

Miss Milligan. More teacher awareness.

Senator Pryor. Teacher awareness, education.

Mr. Simmons. I think education is the key, but I believe that—I don't think we need to be really fighting this war with policeman and everything.

Senator Pryor. Pardon?

Mr. Simmons. We don't need to be fighting this war with, you know, the policemen going and arresting kids, throwing them in jail. That's not the key because he's going to get his drugs no matter what happens. He's going to, you know—I think somehow we'll have to get young people to start feeling good about themselves, letting them fit in, letting them know that it's okay to be drug free. It's the right thing to do to be drug free, feel good about themselves. And I don't know how we're going to do it, but that's the key.

Senator Pryor. One of the inmates mentioned that east Little Rock is a drug haven. All right. In Ashdown—I believe Paul, you're from Ashdown. Do you have an east Little Rock in Ashdown? Do you have an area of Ashdown where you suspect something is going on?

Mr. Simmons. Sure, yes, sir.

Senator Pryor. Is local law enforcement doing anything about that?

Mr. Simmons. Well, there's nothing—I don't know if there's—you know, I've told somebody. I was in at the car wash where we hang out and they come up there harassing about, "You can't park here. What are you doing here?" And I went to tell the policeman, I said, "Sir, right down the road here in this neighborhood, they're doing—making drug deals, and you're down here harassing us for sitting here talking. We're not doing anything wrong." He said, "Well son, do you have any pictures? Do you have any—you know anything, evidence?" I said, "Well, no, sir, I don't have any hard evidence." But you know, there's nothing they can do, I don't guess. I don't know. I don't know what to say. I don't know what to do about that. But——

Senator Pryor. Here's a former sheriff of Grant County. Let's see what he has to say about that.

Mr. **Shepherd.** Frankly, I think that we've lost control of our judicial system and we have a terrible breakdown in our system.

We've got to get back down to doing some basic law enforcement in that particular area, but—and I'm not trying to get away from this question—we've got serious drug problems in Sheridan, Grant County, where I've been all of my life. Most of you probably saw in the newspapers recently where I did a survey and discovered that alcohol was a terrible problem in Grant County and Sheridan schools with the teenagers. Eight years ago, I spoke to a group in the community and told them that I felt alcohol was an epidemic situation eight, nine, ten years ago with our youth. It's not something new, it's just something we've had our heads stuck in the sand about and need to address, see what we can do about it. I think we all have to get back to the basics of addressing the needs and the problems, particularly in law enforcement as well as others.

But my question that I wanted to pose next, Senator, if I may, we all talk about education and education is a long-range, ultimate goal solution. Do you think traditional education programs that we're doing now are what needs to be continued or do we need to take a real serious look at other kinds of educational programs? I keep hearing young people say, "I'm sick and tired of hearing about drugs. I'm sick and tired of you telling me that drugs are bad, that drugs are not good for you." What are those people who are saying that suggesting—is there something else we need to be looking at in the education process as far as approaching the problem or trying to turn young people around?

Miss **Clark.** I feel that so often young people get tired of hearing what they can and cannot do when they're young. We want to get out on our own and have a good time and have fun. I think in the traditional education, that's good and I don't believe that should be stopped or cut out. But I believe that needs to be enhanced with some other things; for instance, some of these programs we're talking about today. We try and attack and concentrate, from the beginning of our program, on the young person. If they feel that they've got a good life and that they have a purpose and something that they're working for, they don't feel the need to fill a void with drugs or alcohol.

Traditional education is fine and that's good, but it needs to be enhanced by, again, some exciting programs, some things that catch their attention, and to not lecture so much. To tell them, "Hey, we understand your problems. You have pressures and we want to help."

Mr. **Shepherd.** We need to direct it toward building self-esteem is what you are saying?

Mr. **Simmons.** Yes.

Mr. **Whitfield.** The education—when I say education, I'm talking about schools. And we need more money in the schools in many different places that I could spend all day telling you where we need money in schools. But we do need to put it in drug education in the form of, like she said, of self-esteem building. We need more in-school conferences. One of the students the other day suggested that we do an all-day conference in the school. That would be—that's something that we could not do because we don't have enough money, we don't want to take enough time to do something like that. This is not—this has nothing to do with teaching kids about math and English. And we need to stop teaching kids about math and English because we don't need math and English if we're on drugs. We don't need math and English if we're in jail. We don't need math and English if we're dead. We need to know—we need to know skills of living. A lot of times, people say, "Wait until you grow up and then you'll see real life." I guess right now I'm not living in the real world. We need to let kids know that it's okay to want to have fun and that there are many ways to have fun. We need to show that because a lot of kids don't believe that there is anything to do but hang out and get drunk, go to a party and get stoned, get wasted, get wiped, and all of these "good things," you know. And if we could just take time out to talk about these things and listen to our kids, listen. It's amazing what you can do when you just sit and listen to what somebody has to say because a lot of times, the kids are saying, "I'm tired of hearing about drugs." They want to tell you something about drugs, but then we don't take time out to listen.

A lot of times I hear that—you walk up to someone and say, "How are you doing," and they say, "Fine." A lot of times, these kids aren't fine, and we need to listen. We need to hear what they have to say because the drug abuse is not a problem: *drug abuse is a symptom of a problem.*

People that do drugs don't say, "I go out and do drugs for no reason." They go out and do drugs because they have a void in their life. And if we can show them how to fill that void with positive things, build community spirit, build church spirit, teach parents how to deal with children that are on drugs, that are in danger of getting to drugs, because if we can prevent it from happening, we will not have to put them in jail later.

Senator PRYOR. Thank you very much. Any further comments? Paul, we'll let you wind up this particular panel.

Mr. SIMMONS. I would like to say that my drug education before this program consisted of two films in a 7th grade health class and that's all there was to it. And I believe it was because the teacher was just doing the job that he had to do and he didn't realize then, he may not realize now, that he's losing—everybody is losing. We're losing the kids of today. An when people start waking up and see that we're losing people every second of the day we're losing the kids of today and maybe drug education will change a little bit.

Senator PRYOR. Before y'all leave we're going to call our next panel, Lt. Doug Williams of the Criminal Investigation of the State Police; David Butler, Prosecuting Attorney; Don McSpadden, District Attornery; and Judge Marion Humphrey. We're going to ask you to step down and this new panel to come up. We will take a five minute recess.

[Recess.]

Senator PRYOR. All right, ladies and gentlemen, we will reconvene at this time. Once again, I will introduce for the second time our third panel. We have Lt. Doug Williams over here. He's on my far left. He is the Commander of Criminal Investigations Division of Company A, Arkansas State Police. David Butler is the Prosecutor Coordinator, 13th Judicial District Drug Task Force down in south Arkansas. That's in Magnolia. Don McSpadden is the District Attorney, 16th Judicial District in Batesville. Don, we appreciate you being here. And Judge Marion Humphrey, Municipal Judge for the Criminal and Civil Division for Little Rock in our state capital. Lt. Williams, we will call on you first. I know that you have a statement. You can read the statement or you can summarize it. And then after the panel concludes their statements we will ask a few questions.

TESTIMONY OF LT. DOUG WILLIAMS, COMMANDER, CRIMINAL INVESTIGATIONS DIVISION, COMPANY A, ARKANSAS STATE POLICE, LITTLE ROCK, AR

Lieutenant WILLIAMS. I'd like to preface this statement with one small remark. I was really impressed with the student panelists here just prior to us being up here. It might make an optimist of me in the future.[1]

From the indications of Arkansas State Police investigations, there is an apparent rise in drug trafficking in the state of Arkansas. Comparisons were made between calendar years 1988 and 1989 show a rise in several areas.

Drug investigations opened by the Arkansas State Police increased from 1,683 in 1988 to 2,043 in 1989, which is an increase of 21.39 percent. No other area of investigation showed that increase. The next highest area of increase was investigations opened in crimes against persons which increased 9.79 percent.

The trend is still on the rise if you look at the number of clandestine methamphetamine lab seizures in which the Drug Enforcement Administration was involved for the two years. There were 11 seizures during 1988 and 12 in 1989. These are small numbers, but it represents an increase of a little over 9 percent.

The only area of decrease was in the Marijuana Eradication Program. The number of plants seized fell from a little over 118,000 in 1988 to 97,000 in 1989, which was a substantial decrease of a little over 17 percent. But despite the decrease in number of plants seized, the number of arrests increased from 250 to 333, and the number of weapons seized in connection with the program increased from 52 to 180.

These figures are not meant to dazzle anyone with statistics but to show that there is an increase in law enforcement's association with the drug offender, presumably due to an increase in the drug trade.

A recent development in the war against drugs is the prosecutorial/judicial district task forces. These task forces were established to aid state, county and city police agencies in their drug enforcement efforts. There has been a marked increase in the number of joint federal/local enforcement operations and prosecutions. Now more than ever before there is a unified effort to combat the illegal drug trade.

It is imperative that our children be educated to the dangers of drug abuse. They must be taught in school, church, and at home through every conceivable source that it is best to never become involved with illegal drugs. They must be educated that illegal drug use is neither healthly nor acceptable behavior. Our children must be saved before they are lost to any form of rehabilitation.

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[1] See p 62 for Lieutenant Williams' prepared statement.

Part of the educational process should be to demonstrate to them why it does not pay to become involved in the drug trade. They may have seen people making a great deal of money, but they should also see the consequences of drug trafficking. The federal government is involved in Arkansas seizing assets from those who have gained their wealth through drug trafficking. This weapon in the war against drugs should be utilized to a greater extent by state prosecutors. Along the same line, criminal penalties could be more severely imposed. As I understand it, the purpose of this hearing is to determine what the federal government can do for the state and local government in the war on drugs. Most of the remedies in our state that are not already in place are going to be on the local level. When the uproar began over the 55 mile per hour speed limit, the solution was the federal government threatened to withdraw federal funding from the states that did not comply. Is the 55 mile per hour speed limit any more important to this country than the drug problem we are facing? I personally don't think so.

We either have to fight the problem on all fronts or we will be forced to surrender. To turn our heads away and close our coffers to the drug war is to create de facto legalization of illegal drugs, and legalization is surrender.

Senator **PRYOR**. Thanks.

Lieutenant **WILLIAMS**. You're welcome.

Senator **PRYOR**. David Butler.

TESTIMONY OF DAVID BUTLER, PROSECUTOR/COORDINATOR, 13TH JUDICIAL DISTRICT DRUG TASK FORCE, MAGNOLIA, AR [1]

Mr. **BUTLER**. Thank you, Senator. I am responsible for management and operation of one of these outfits you will hear and read about called a drug task force. There are several drug task forces in the state. It's going to be a combination of the sheriff and police departments and the prosecutor's office and the state police going together in a regional approach and attacking drugs. What that means down where I live, which is southwest Arkansas, with chief cities being Camden, Magnolia, and El Dorado, police, sheriffs, and state police and the prosecutor are getting together and saying, "Let's get together and do something about the drug problem." You can't have a city police department dealing with drugs in El Dorado when the drug dealer that you need to get is actually up in Camden. And what we found out after being in business for a year and a half, the drug dealer who is bringing the drugs into Camden and El Dorado may be in Dallas, Texas, or Shreveport, Louisiana.

The drug task force that I'm involved with, the 13th Judicial District, was formed in August of '88. And since that time, we have—we don't mess around with casual users. Some of the students mentioned that. We wouldn't think about dealing with students on the campus or arrest them for casual use. We go after the dealers. Unfortunately, that's a big number of folks. Since August through now, we've had over 800 cases; of that, probably 900 individuals, who we say sold drugs in the six-county area. Of those, a bunch of folks have gone to trial. The prosecutor's office—I work for Tom Wynne, and he's from Fordyce. We made the number one priority to try these drug dealers. Take them to trial, send a message to the community. We did so.

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[1] See p. 64 for Mr. Butler's prepared statement.

In the last year, we tried over 30 drug cases. Most of the cases we tried were not big cases. They weren't multiple kilo cases. These were people selling one and two rocks of cocaine. Senator, I provided to you the list of what happened. By and large, the juries in our system gave the people 25, 30, 40, 50 years for selling a couple of rocks of cocaine. And what we find when we go around and talk to schools and groups is, it's not worth it. A little rock of cocaine, if you sell that in Arkansas, one little rock, you can get up to life in prison. The penalties are plenty severe for that. The people who are the big time dealers wouldn't think about going to trial down there. In New York they would get a life sentence in a minute.

It's not unusual where I come from to have a person plead to 25 years in prison if we've got a good case on him, and this has resulted in multiple confiscations and forfeitures. Unfortunately, what's happened is the penitentiary is full and our county jails are full. Down in Magnolia last week, the jail is supposed to hold 17, they've got 30 in it. Thirteen people are waiting to go to prison who have been sentenced for drug cases. They're in prison, but there's another 13 on the street in Magnolia who have also been convicted on drug cases. So they're out there walking around. Not unusual. That's the same thing across the whole state, a tremendous problem in the state prisons and in the county.

The drug task force concept works. It's working everywhere else. The DEA is not going to come out to El Dorado, Arkansas, and work a case; that's not big enough. We have to have the local funding for the police and sheriffs departments to clean up these people. You've got to have aggressive prosecution.

I beg to differ with some of the comments I've heard today, that education is the way to go. Education is a part of it. One of the things we do is question every person that we can interview, if the defense attorney will let us—and most of these people we have interviewed, we ask what would it take for you not to have gotten involved with drugs? Education is a part, but they also say, "You better keep up your law enforcement or watch out because people will use this stuff by the wheel barrow loads if they can get it." What we are going to continue to do in our district is use our help in education, talk to schools, civic groups. We'll go in a lot of times and talk to the first, second, and third grade, and we are very surprised at how many of these kids have seen a rock of crack cocaine in their house. We have to use the educaiton, but we also have to have the penalties. If you don't have the penalties and these people don't feel the hurt, they're going to come in for the money. And you can go into many other areas such as where I'm from, go across the line into Louisiana, and you can get curb service for cocaine. What we've done is at least curtail that. We don't have curb service in our county. We have drug use, but we're putting the hurt on these people. And without the federal dollars, that would be impossible.

Senator **Pryor**. Thank you, Mr. Butler. Mr. Don McSpadden, Prosecuting Attorney from Batesville.

TESTIMONY OF DON McSPADDEN, DISTRICT ATTORNEY, 16TH JUDICIAL DISTRICT, BATESVILLE, AR [1]

Mr. **McSpadden**. Thank you, Senator, for allowing me to appear today before the Senate Subcommittee. I appreciate your efforts and thank you for the support that we have already received from you in drug legislation. As you know, I serve as prosecuting attorney for the 16th District, which is composed of five counties located in north central Arkansas. In rural north Arkansas, our drug problem is confined mainly to marijuana, powder cocaine, crystal methamphetamine, LSD, and pharmaceutical drugs. We have not been plagued with ice as has some parts of the country, nor do we have any substantial amounts of crack or rock cocaine like many of the urban areas or even the rural delta.

However, no matter what drug you're dealing with or what geographic area you're from, the problem in drug law enforcement is the same, and that is we need more federal money with less matching money. Funding for this type of project, this type of program, is not available locally. I believe that you mentioned earlier this morning in your opening remarks that counties were financially strapped, and that's true in my district. The quorum court members are concerned about the drug problems, and they're interested in new concepts such as the drug task force. They also have to deal with the public in keeping the courthouse door open, keeping the county roads open.

In 1988, I was able to obtain federal drug loan enforcement funds, and with the state and local dollars with which those funds were matched a drug task force was created, and I served as project director for that task force. The task force has been able to employ personnel to work with existing law enforcement agencies as well as run independent drug operations. I know that it may not sound like a whole lot of cases, but during the past year, the first year of operation on the task force, we made over 100 individuals in that 80,000 population district. During the first year and a half that I served as prosecuting attorney, in that 18-month period, we probably had around 20 cases throughout the entire district and not many of those cases were good cases.

I've been associated with law enforcement ever since I graduated from law school, and this is the first time I have ever seen any substantial progress made in drug law enforcement. I am convinced that the war on drugs is not going to be fought and won in Columbia nor is it going to be fought nor won in the seaports and borders of this country. The drug problem in Arkansas, if it is to be won, is going to be fought in battles on the streets and roads that make up the towns that make up this state. We are capable of identifying the seller and making buys from him. However, in order to do that, we need more federal monies to come locally.

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[1] See p. 72 for Mr. McSpadden's prepared statement.

Other than money, the local folks could use the manpower and expertise of DEA, IRS, and other federal agencies in collateral matters only, such as asset forfeitures. The local people on the task force, whether it's mine or David's or whoever's can run drug operations. We can develop informants, either bring them out of the court systems or off the street. We can identify problems. We can make buys. We can prosecute. We can do all of these things better locally than anyone else. We can do it better than someone sent from Little Rock, Arkansas, or Washington, D.C. But in order to do that, we need money.

However, to be complete in order to hurt the drug dealers and also take the incentive out of trafficking for others who might be interested in it, we must be able to seize the assets of the dealers. We do not hire and we do not have the money to hire accountants as police officers in Batesville, Arkansas. If the federal agencies want to help, I would suggest their services would be rendered in these collateral-type areas.

Senator, If I could, I'd like to make a few comments on some of the things that were said earlier today, particularly with regard to the student panel. I'm overwhelmed with the joy with what you're doing. However some of the comments from Mr. Simmons and Mr. Whitfield insofar as education was the answer, I think that's an error. You're successful if you save one life. It you have saved one life through your program, that program is successful and I commend you on that. However, for example, in the Batesville school system, I've been involved in law enforcement since 1978 and I know that for a fact that in the Batesville school system, we've had "Just Say No, MacGruff, Magic Words" and all of these concepts. Right now, we have people under surveillance out of the 12th grade in Batesville High School that are pretty big dealers. Each year, Dale Weaver, the administrator of the task force for my district, and I take out quite a few days from the office to talk with students—we probably visited over a dozen schools last year. What we talked to them about are the realities of life because for some of you folks, you just can't say no and you don't have any magic words and MacGruff doesn't make any sense to you. And what we talked to those kids about is the realities of life. And in Arkansas, if you're 15 years of age or over, you're an adult. And if I catch you dealing in my district—a dealer, not a user—then you're going to go to the penitentiary like anyone else.

That's a broad overview of the problems that we face and what we need. Again, I thank you for your help. It's a privilege to be here.

Senator Pryor. Thank you, Dom. That's a very strong statement. Judge Marion Humphrey. Judge Humphrey.

TESTIMONY OF MARION HUMPHREY, MUNICIPAL JUDGE FOR THE CRIMINAL AND CIVIL DIVISION, LITTLE ROCK, AR [1]

Judge Humprhey. Senator Pryor, Mr. Shepherd, members of the staff, panelists, and to members of our audience. I am grateful to you, Senator Pryor, for scheduling these important hearings here in Little Rock, and I also appreciate the invitation which you extended me to testify here today.

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[1] See p. 79 for Judge Humphrey's prepared statement.

The criminal justice system is approaching the position of simply being overloaded in dealing with matters involving illegal drug use and trafficking. There is an obvious need to expand street details of law enforcement officers with primary or exclusive concentration in fighting illegal drug use and trafficking. I know that to be the case here in the city of Little Rock.

There is a critical need for more judges, court clerks and probation officers who are intimately involved in the trial of drug defendants and in their pretrial release and sentencing. I was recently told by a detective in the Narcotics Division of the Little Rock Police Department that the municipal court can expect from 60 to 80 more cases per month on our docket this year due to the anticipated increase in drug-related arrests as a result of the City's decision to put more police officers on the streets. However, no one suggested how my court staff would be able to handle the increased load, since our budget was not increased to accommodate the additional load as a result of these arrests. We will have to make do with the same staff, the same facilities, and the same funding.

As I look at your charts here, it somehow or another seems to escape a lot of people in our system of government that you can't make arrests of people and let that be the end of the whole criminal justice process. An individual has a right to a day in court, which means that he has to go before a judge and that judge has to have a staff to accommodate the caseload and do the work that is required. And it taxes our clerks and our probation officers who are much more used these days simply because incarceration is not as available as it has been in the past. In many instances, we find that the prosecuting attorneys will, in fact, negotiate with the defendants, here in Little Rock anyway, in this jurisdiction, to reduce some of the possession charges to misdemeanors, which means that we do dispose of those matters in municipal court.

Now, when we dispose of them in municipal court, we very seldom have any jail space for people. So then if we're not going to say just go away and do nothing again, we have to have probation officers to put them on probation, and that's why I think, Senator, the federal government should look at these additional court officers. We need to target monies to employ probation officers as well as having more police out on the street. We have to have that in order that people have some kind of supervision or pay some kind of penalty for the particular crime that they have committed.

Up to a quarter or more of the caseload at Little Rock Municipal Court Criminal Division on any given day may involve drug cases, and I suspect the number is actually more when one considers the non-drug crimes committed by persons who are under the influence of drugs.

We have also reached a point where it is difficult to hold persons convicted of drug use, particularly misdemeanants, due to the fact that our jails are full. Then we are further burdened with a situation where many who might be helped or corrected with drug treatment are simply not able to afford it. In both the pretrial release decision and in sentencing upon conviction, we find it difficult for most to receive drug treatment which may be, in fact, needed.

The municipal court here in Little Rock sends defendants and probationers to the centers listed on an attached sheet [1] that I have, and I want to point out something that is instructive. On this attached list, you will see that the range may be for an intake fee of $50 for Little Rock residents as is the case with the Gyst House. Senator, Gene Gibbins is here from the Gyst House this morning with a group of people. You might see something else. There is an upper level of costs. And we're here at St. Vincent's Infirmary. I don't mean to be critical by any means, but if you see the attached list that I have to my testimony and my statement, a 30-day program here at St. Vincent's costs about $10,000. Now, that is cost prohibitive for a lot of people who are coming through a criminal court who are poor to begin with and who do not have medical insurance that would cover the cost of that kind of program.

And so while I think that what we need is to emphasize these programs such as the Gyst House, these facilities where people can go and they can go in without having to have a lot of money or without having to have medical insurance, but they have their problems as well. I was out there a couple of weeks ago, and I was told that it is ideal for them to hold 12 persons but they had 54 residents. This is the same program that Mr. Bridgewater had spoken of earlier that he had once been in.

So, Senator, we need your help in securing funds for treating this epidemic. Without affordable treatment, there is little that the criminal justice system can do to rehabilitate anyone, and I do believe that that is still part of the criminal justice system's responsibility. I thank you for this opportunity, and I look forward to answering any questions that you might have.

Senator PRYOR. Judge Humphrey, thank you. Let me yield to my colleague, Mr. Shepherd a moment and see if he would like to pose a opening question.

Mr. SHEPHERD. I've heard two prosecutors say that education is not the answer. And believe me, I come from a background of law enforcement and I believe in law enforcement. But do you not believe that the education has got to be involved as a very vital role in this?

Mr. McSPADDEN. I never said that.

Mr. BUTLER. I didn't either. I said it's not the only answer.

Mr. SHEPHERD. It really is a vital role.

Mr. McSPADDEN. It is not the answer. Okay?

Mr. SHEPHERD. I don't think it is the answer. That's what I'm getting at.

Mr. McSPADDEN. And in our program, we probably have 20 different brochures we give out from kindergarten on up to the elderly trying to explain anything from symptoms on up and we have the "Just Say No" books, that program. But you know, there are a lot of people who just don't say no, and the answer to them is to send the message out through the community and your peers, if you live in Batesville, Arkansas, or you live in Stone County,

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[1] See p. 81

Mountain View, Arkansas, there're going to send a message to that community, and that's going to be we don't want you here and we're going to send you to Pine Bluff, Arkansas, to live behind some walls down there.

Mr. **Butler**. Bob, I was going to say, education is vital. I am on a committee of—an educational committee that's headquartered in Camden, where there is a T-2000 program that's K through 6. I go to these meetings and I've gone and talked to many of these kids K-6 and you can tell the education itself in those kids. But let's look at the chart over there.[1] You can see the people that have drug convictions and you see the group 25 to 34 years of age. These people out here have been bombarded by the media, the newspaper and print and radio, about drugs are bad. Is any amount of education going to tell a 21-year-old male, "Don't use drugs because it's stupid and it will kill you?" Well, he knows that. No amount of education is going to matter; therefore, you've got to use—our program is education plus law enforcement.

Mr. **Shepherd**. I guess what I'm trying to do is really to clarify for the audience that we're not convinced that there is one answer. Law enforcement is not, education is not, but I didn't want the wrong impression leaving here that you gentlemen felt law enforcement was the only answer.

Mr. **Butler**. Education is vital. If we could also figure out a way for when the kids get out of school, someone there for supervision when they get home, that's not the case. We have a two-income family and we don't have anybody for supervision, and that's not going to change. That's the way our families have moved the last several years.

Mr. **McSpadden**. I think one of the greatest problems that we've had in Arkansas is in this whole drug process, law enforcement has been forgotten. You know, I don't know about the other districts in this state, but I know that in my district up until this year and a half ago or so, there was really no drug law enforcement. And I sincerely believe that that's the reason that the drug problem has gotten out of hand in Arkansas. I can go back to when I started practicing law in 1978 when a dealer was caught maybe the fine would be $500 or something like that. And maybe the sheriff just lucked on him to begin with.

Mr. **Shepherd**. Basically what we're saying is that across the state, we have segments—every part of this effort on the war on drugs—has its breakdowns and as the question that was posed earlier about the situation in law enforcement. And we've heard you refer to me very kindly, and my comment was that we have some breakdowns in the judicial system and that is true. But we also have some breakdowns in the education process. There are schools in this state where they're doing an excellent job and some schools that aren't doing very much. I think the thing we're trying to do and what I want to try to do in particular, is to coordinate all of these areas and encourage all of these areas to become involved and to put aside any turf issues that might be hindering our effort between law enforcement, education, treatment prevention, all of these areas, because it's obviously one of the big problems. And certainly I'd like to leave here today with a better feeling about togetherness.

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[1] See p. 122

Senator **PRYOR**. Very good, Robert. David, may I ask you a question? I ran across an interview you gave in a September 10 news article in one of the state papers. I think it bears looking at because it is very interesting. The reporter evidently asked you about the ability to buy crack and the easy access, and you said—let me just quote: "In what is called the thunder zone in El Dorado, we sent some undercover agents in and in one hour we made 13 buys of crack cocaine, 13 individuals. Next night, we went in we bought cocaine from eight other individuals. These were new ones, That's 21 people in two hours of work that we bought cocaine from in the county." Now, it goes on and further elaborates. That was 21 people in 2 hours that you bought cocaine from. What happened to those people? Were they arrested?

Mr. **BUTLER**. They were prosecuted and imprisoned. The majority of those people fled back to Dallas. We went in and arrested several of them. The El Dorado jail, we can now hold 130 people. We've opened up a Dallas wing. We've got 30 people from Dallas who were arrested on drug charges, and we've said, "We are going to trial. You are going to the pen, it doesn't matter to us, whatever you want to do. Also, you can take a plea bargain." A lot of those people went back and unfortunately, Senator, let's say we caught those 21 people. There would be another group coming in behind them because of the money.

That problem was in January of 1989. Since then, we've had a lot of drug trials in El Dorado and arrested a lot of people. It's not as bad anywhere. But if we were not doing anything in law enforcement, it would be that way. Crack cocaine is our number one problem by far. We have a lot of good marijuana growth, if you want to call it that, but we don't have time to deal with marijuana. Crystal methamphetamines is a problem, but crack cocaine is a tremendous problem today. Those people on crack, they're going to use it. And as long as there's money in it, people are coming in and selling this stuff.

Senator **PRYOR**. You stated that there in El Dorado—we look at El Dorado as just what I've always considered it—a very, very nice, peaceful town. Yet a crack dealer can go there and make $3,000 to $4,000 a day, sometimes $6,500, $7,000 a day. What do you say to a young man or young lady who has dropped out of school and whose parents are divorced. They are on their own in the world with no income, and they see the kind of money they can make.

Mr. **BUTLER**. The temptation is so great. I can think of one individual in particular, he had five people working for him. He was 15 years of age, he had the cars, the jewelry, the girls who liked the money and the flash. And what do you say to a guy? "You're going to the penetentiary. We're going to treat you as an adult." But the temptation is great. I can't sit here and tell a kid, "Go down here and work at Kroger's for $3.35 an hour," when he's looking at making $3,000 or $4,000 a day. The temptation is great. Not an easy answer, Senator, as you well know. But what we have said is, "We are going to prosecute you as it is illegal, and we don't want you getting the drugs to the kids in school." And that's about all we can say. There is no easy remedy there because of the money that can be made.

Senator **Pryor**. A Little Rock social worker visited with our staff in preparation for this hearing. There is an 11-year-old boy right here in this city taking care of himself and his younger brother because his mother is a crack addict. This 11-year-old is out buying groceries, preparing meals, and making sure he and his younger brother are getting to school. Now, what is going to happen to this young man?

Mr. **Butler**. Sir, I don't know. There are many horror stories that every law enforcement agency could tell you. We've got the lady who's six months' pregnant on crack cocaine who walks in two stores in broad daylight and robs a convenience store with a tomato stick. There are some stories in Little Rock. The stories are everywhere. That's what is wrong with this drug. All drugs are bad, but what the children need to know is don't ever try this the first time. Many of the people we've put on the witness stand said, "I tried the cocaine one time. That was it. I always want it." I don't know how strongly you can make it a message. "But never the first time" is what the message has to be. This drug will take over your body.

Senator **Pryor**. Lieutenant Williams, let me ask you this question. How many DEA agents are assigned to the state of Arkansas? How many do we have in our state?

Lieutenant **Williams**. I don't have an exact number. I would say probably five or six. Six right now.

Mr. **Butler**. Uh-huh.

Senator **Pryor**. That doesn't sound like a very large commitment to law enforcement on the local level from our federal system. Next question. What can I do as a federal official, as a United States Senator, what can I do? Where do we need to do something different in this entire galaxy of programs and funding and federal, state, local relationships? I'll ask that to all the panel. Start with you, Lt. Williams.

Lieutenant **Williams**. It's a good question.

Senator **Pryor**. I'll be honest with you before we begin. I'm frustrated about it. We pass all of these programs and we give them these fancy names. Consultants come in and make up fancy logos and advertising campaigns. We appropriate billions of dollars. We all get up on the floor of the Senate and make these fancy speeches about what we are going to do. President Bush creates Bill Bennett as a drug czar. He won't even answer a letter about a hearing like this or send anyone from his staff; he has five or six DEA agents in Arkansas and—I better be careful. I hope I am not calling this whole thing a sham. But let me call it—it is not what it should be, and it is an attempt, I think, through PR to be advertised and sold to the public that we're doing more than we're doing. Enough of that sermon. Now, I'll ask you the question.

Lieutenant **Williams**. We probably have more hearings and more committees and more——

Senator **Pryor**. We'll have some comments from the audience momentarily.

Lieutenant **Williams** [continuing]. And more administrators in a lot of these programs than we actually have the enforcement of whatever the money is meant for, is what we tend to see. Probably, from what I've seen, the best expenditure for the money that has come down is probably in these task force operations that are formed around the state by the prosecutors.

Senator **Pryor**. On the local level?

Lieutenant **Williams**. On the local level. Like he said before, if the matching funds could be cut or, you know, thrown away or done away with, it would make it a lot easier for these people to—including the state police and state government, to obtain these funds to be used for enforcement. Another area where I feel right now that probably enforcement and severe penalties in prisons and so forth is the main answer to a lot of our problems at the present. But I still have strong feelings that education is a—has a strong—or is a strong factor for the future down the road somewhere.

Right now, you know, the stats that I read a while ago, we're losing—to me, we're losing ground. We've got fewer people to do more work in the enforcement area. We've got more cases in the drug enforcement area than we've ever had before. 1990 won't be any different. There will be more—the crime lab will increase another 40, 50 percent in their submissions from all law enforcement agencies.

I personally think that education would be a big factor at some point in the future if it's done properly now. One of the students made the remark about the 7th grade film and a couple pamphlets or whatever. My daughter, when she was in one of them, she was in high school, came home and talked about the chapter in health sciences I believe it was, that—on drugs, one chapter they covered in a couple of days. They had to bring in a couple of cutouts from an article that they could find on drugs and that was basically their drug education at school. The problem is, I don't think the schools don't care, the schools aren't equipped for it. The personnel aren't trained for it.

Senator **Pryor**. Thank you, sir. Judge Humphrey, let me ask you that question. What can we do that we're not doing, and how can we make these dollars hit the target? You see these cases on a daily basis. You are also—I hope you won't mind me saying this—you are also a man of the cloth, an ordained Presbyterian minister, and our newly-elected municipal judge here. What do you think we ought to do? Frankly, I don't think I'm doing the right thing, and I want to know what to do.

Judge **Humphrey**. Well Senator, I see it from a number of different standpoints. I think the young people are correct in talking about the fact that usage has to do with people having a certain void, and I think that people need to have that filled in their lives. On the law enforcement side, I look at the situation here in Little Rock, and it's been suggested by Mr. Bridgewater, for instance, that there is a problem in east Little Rock and everyone has read about the problems in Highland Court. But when I see law enforcement, I wonder about what's going on with hiring people who are from those neighborhoods to work in law enforcement.

I have looked at the Narcotics Division of the Little Rock Police Department. There are only two black people hired in the Narcotics Division of the Little Rock Police Department, and maybe it's because I've seen these people come in and testify over and over again, but the ones who go in to do controlled buys in Highland Court and Hollingsworth can all be spotted. They stand out like a female at Wrightsville or something. You know, it's very easy to identify them, so you need to have some people who are sort of—who blend in with the communities where you are really concentrating on the drug traffic.

And we do have a very serious problem with treatment, as I emphasized earlier. I think we're doing a lot of things, but I just think that some things are not being emphasized enough. And I'm sitting here between two prosecutors and I know how they get sometimes. There is a young man here today from the Gyst House whom I allowed to go over there last week who has a drug problem, but he was arrested on drug-related matters. And the prosecuting attorney in our court objected to his being recognized by any drug treatment center. Well, I think that we do have to see that from time to time, even if a person has messed up one or two times, particularly if he hasn't committed any violent crimes, we still need to work on treatment of these individuals so that perhaps they will not recur in the future. And I hear prosecutors saying that in their jurisdiction and their judicial district, if you have a couple of rocks of crack cocaine, you'll get 25 years. Little Rock wouldn't even bother with that. Anybody who has got a matchbox of cocaine or something less than that, depending upon the prosecutor's mindset at the time, they might even get that reduced to a misdemeanor simple possession of drugs. Because we do have kilos to deal with here in this particular jurisdiction, and I don't know that we're doing enough to go after those folks. So we have a lot of different issues, and this thing has got to be fought on all fronts, that we still need to teach individuals who feel they need to use drugs. But as far as law enforcement is concerned, law enforcement needs to go after this, using people who are indigenous to some of these communities to be out there in order to get this problem stopped because these others can be too easily identified.

Senator PRYOR. Don McSpadden, do you have any advice for me to take back to Washington next week on how we can change this program, or should we change it?

Mr. MCSPADDEN. Just briefly. Of course, everyone here and each type of program needs money, but one of the problems that I've seen with the federal system is I've participated in several Department of Justice programs they give local law enforcement officers and others. And each time that they've had one of these seminars you have someone there from the IRS or DEA and telling these local people call and they'll do this and that. And I'm not knocking the DEA in Arkansas because I know that they have too much to do. It's just like hiring one sanitation worker for Little Rock. If you're just going to send six people to Arkansas, you might as well not send any. Same way with the IRS. They promise us they can help us track asssets, and the individual workers want to help. But you know, when they get to the office in the morning and they can't see the desk, it's a little bit ridiculuous even to call them. And I just ask that some way, somehow, we've been at it for 200 years and haven't been able to do it. But some type of organization within the federal system where that they could help on collateral arrangements.

Senator **Pryor**. Question. We're, in my opinion, within a year—I may be wrong, however, I hope I am correct—of easing our Defense Department budget because things are changing so quickly in Eastern Europe and the Soviet Union. I hope those changes are for the good. We are going to be pulling thousands and thousands of troops out of Europe, out of Korea, out of the East, and bringing them back home. What would be wrong with taking some of these people and having a separate army or force of individuals who wanted to commit—who would sign up for such a separate function in a drug army and use these people at home? I mean, would that work?

Judge **Humphrey**. Senator, my preference would be to take the money and put it into job training.

Senator **Pryor**. All right.

Judge **Humphrey**. Not just jobs directed at law enforcement or jobs directed at fighting drugs, but just jobs, period. And I think a lot of people will find that they can work for a decent living and be able to maintain a lifestyle that is pleasing to them and they would not resort to drug trafficking.

Sentor **Pryor**. Okay. We're running out of time, but I want David Butler, if you would, David, to tell us a little bit about the so-called gang problem, especially in the southern part of the state.

Mr. **Butler**. We first saw some Crip organizations in the south back in early 1988. They came in from Los Angeles. Unfortunately, they brought the crack cocaine with them. No one from south Arkansas had really seen crack cocaine before. One of these gangs brought it, introduced it, it spread like wild fire. And now we've got crack cocaine across most of—I guess southern two-thirds of Arkansas. The biggest problem we've had lately is not with the Crips or the Blood organizations, but what we call drug gangs or family-oriented people who make money in the drug business. There are a large number of those people. We have one case now that's got 100 people in the family in the drug business in three counties. We arrested several people six months ago with 35 people in the family business. The gangs that we have now are going to be the Jamaican Posses out of Dallas, Texas, and Houston, Texas, who are sending other people in. They are not so much the Crip and the Bloods that you read about. The Jamaican Posses are the ones who we should watch out for in Arkansas, it appears to me. And those people carry lots of guns.

Senator **Pryor**. Any other questions? Any further or final comments? We are very, very deeply grateful to the four of you taking your time and spending almost half the day with us here at St. Vincent's to give us your thoughts. I am very grateful, and I know the audience is. Judge Humphrey and some others have submitted written statements. All of these will be made a part of the official record. We thank all of you. We will call our next panel, please. Mr. Paul Behnke and Mr. Steve Sargent. Paul Behnke is the Deputy Director of the Arkansas Office of Alcohol and Drug Abuse Prevention, and Mr. Steve Sargent is the Executive Director of Decision Point in Springdale, Arkansas. We look forward to your statement, Mr. Behnke.

TESTIMONY OF PAUL T. BEHNKE, DEPUTY DIRECTOR, ARKANSAS OFFICE OF ALCOHOL AND DRUG ABUSE PREVENTION, LITTLE ROCK, AR [1]

Mr. BEHNKE. Thank you, Senator.

I think you have heard very well from the last three panels the problems that we see on a local level in this state, and even some of the solutions that we see. I think what I'd like to concentrate on for a few minutes is the relationship between the federal government and state government and how we see that as probably could be improved.

I'd like to start out by saying that we think that the alcohol, drug, mental health block plan for treatment and prevention service is the ideal mechanism to use in transferring funds from the federal government to the state government. That system, in its original design, works well. Unfortunately over the last few years, we've seen really the concept of the block grant eroded. There are more set asides put on it, more restrictions. And, you know, the original concept was that we would give a block of money to states for general program addict areas and allow the states to use those funds as they saw—as their needs were. If they had needs in certain areas, they would do that. But over a period of time, the federal government has put more and more restrictions on those funds and not allowed us to use them to meet our needs. And just a couple of examples were the IV—50 percent set aside for IV drug users. Well, we certainly have IV drug users in this state. We do not have the percentage of IV drug users that, say, the city of New York or some of the larger areas have. We have other drugs. Not all of our drug addicts take their drug source intravenously. And that's a burden on us—and not only that, it requires that we take away from other services in order to provide this service the Feds think we need to provide.

Now, the law did allow for a waiver from that, and Arkansas applied for that waiver. And I'm sure you and your staff know that after much discussion and probably a little cussing and everything else, a lot of coercion, it was finally approved. But along with that letter of approval, we go what I kind of interpreted as a threatening letter saying, "Don't apply again."

Senator PRYOR. This was from?

Mr. BEHNKE. From AMAHA, the Alcohol and Drug Abuse Administration.

Senator PRYOR. In Washington?

Mr. BEHNKE. Yes.

Senator PRYOR. Isn't there a lot of jurisdictional thievery, for example——

Mr. BEHNKE. There is an awful lot of it, yes. And I am going to cover a little bit more of that, too. But I can assure you, though, we are going to apply for another waiver. I think that while we are doing everything we can to meet the needs of the IV drug users, we have other needs, too. Another one that is somewhat of a smaller but is another issue, what the states need, we were required to take $100,000 out of our block grant to establish a revolving fund loan to establish group homes, and the group home concept is a good one. I have no qualm with that. But number one, they required that we take $100,000 and establish it, but they didn't give us $100,000 to do it. We had to take it away from existing services to do it. And not only that, we had done this 18 months before Congress ever came up with this little concept, so we already had homes in place. But we still had to set up the fund to meet the requirements of the law so we can get the rest of our money. I think, too, I'm rather curious about whether Congressman Stark accepted your invitation because I think he was the congressman that lambasted Arkansas and a few other states for not putting enough money into the drug war, and I think he needs to be reminded that one of his fellow congressmen from California is the one that offered the change in the block grant formula that——

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[1] See p. 83 for Mr. Behnke's prepared statement.

Senator PRYOR. Congressman Waxman?

Mr. BEHNKE. Yes. That heavily weighted the distribution of funds toward urban population. And as a result of that change in formula that did get passed, Arkansas took the largest percentage cut in the country. We took a 12.7 percent cut at a time when the President was bragging about all the funds that were being put into the drug war. And that formula needs to be changed back, maybe not to—it probably couldn't be done to its original form, but maybe some lesser weighting factor so that, you know—the Federal Government has to understand that New York and California and Florida aren't the only ones that have drug problems. Middle America has them, too. And just because you're a rural state, so to speak, that doesn't mean that the problem is not there. And I think you could almost take a proportionate—you know, just percentage population almost and find the drug problem the same. There doesn't really need to be any weighting.

There also was an attempt this last session—I think even after we did get increase in the block grant, there was an attempt to pull $250 million out of it and set up categorical set asides that would be put on a competitive basis in four different areas, I believe. Those catagorical set asides would be disastrous to states like Arkansas because like the Californias and New Yorks, they also have rural areas and they have bigger populations and can demonstrate more numbers, and I could envision those dollars going to those states and again, diluting the things that we can do here.

So I think that everything has to be done to preserve the block grant as a block and not get back to the old categorical grants that we had in the early '70s, that all we did was give money to the best grant writers. Regardless of what the problem was, if you wrote the best grant you got the money, and it was all administered in Washington.

And I think turning to the state level, I think you've seen some this morning that there are some quality services going on in this state. I would be one to tell you that there are not enough of those. And there are more things that we need to do and more that we can do. In your opening comments, you mentioned some talk about not enough federal dollars gets to the local level, and I think you certainly can see that in the interdiction column, that a lot of that is federal money that stays there. But the alcohol, drug, mental health block grant that we received and the portion that goes for treatment prevention services, 95 percent of those funds goes through nonprofit organizations like Mr. Sargent's that you are going to hear about later, and they do go to the local community to provide local services. There are—I mentioned in my written testimony that there were three things that we vitally needed that we haven't been able to come up with the funds to do, and we kind of see these as an order of importance, too. No. 1 being residential adolescent treatment services. As Judge Humphrey said, especially for adolescents, the only places available to them right now are the private for-profit hospital type programs that could range anywhere from $10,000 to $20,000, and there's nothing else. Medicaid has been very drastically cut for that, so we need to establish publically-funded programs. We need services for pregant women and their drug addicted babies. That's a service we vitally need, and we are taking some steps to do some of that now, but we need financial assistance to get that going. We also need services for the dually diagnosed, those with a combination of alcohol and drug problems and mental illness problems. They're a speical kind of client that needs the special services that we need to be able to provide.

And certainly while we need assistance and we need the funds to help develop those programs, what we do not need is another categorical set aside in the block grant that says a certain percentage of your block grant must now go to this unless Congress is willing to give us the correlating funds to meet that set aside without taking money from existing programs to do it.

I think another thing I want to add is—I think in most of my testimony hopefully you've heard me refer to alcohol and other drugs. I think there has been a void from the federal level—there hasn't been from the state, but from the federal level in a reluctance to deal with the issue of alcohol abuse.

If you remember, and I am going to say infamous White House conferences that occurred two or three years ago that there was six of them around the country and then the big one in Washington, they refused to allow people to discuss the alcohol issue at those conferences. It was only illegal drugs. I think Drug Czar Bennett's dictate from Congress as he interprets it anyway, is that he will not address the alcohol issue unless it applies to an individual under 21 drinking. Then it becomes an illegal drug and he'll address that. I will submit to you that anybody who drinks and goes out and gets in a car has used an illegal drug. At that point, it becomes illegal use. Anybody who really goes out and gets drunk and beats up their husband or wife, that's illegal use. And to put it even more simply, anybody who gets drunk has illegally used alcohol. So at that point, it is an illegal drug and it has to be addressed.

The disease that we're fighting here and what we're discussing here is addiction. You've seen the last few years the block grant has kind of—when we started out with illegal drugs, then it went to IV drug use. Now the emphasis is crack cocaine. I kind of feel sometimes like I'm a member of the "Drug of the Month Club." And it doesn't matter what the drug is, what we're fighting is addiction. And unless we address the causes and solutions to the addiction problem, another drug will be there. And we have to address it that way, and hopefully in Arkansas, that is the way that we address it. And we need more federal help in the way of funds to do that with fewer restrictions. I think it's probably the simplest way I can put it. And I do want to thank you and Senator Bumpers, too, for the efforts you have made in trying to get some of our dollars back to us, and I hope certainly that you will continue in your efforts. Thank you.

Senator **Pryor**. Thank you Paul. We're going to put your whole statement in the record, and we appreciate your outstanding comments. Mr. Sargent, you operate a very unique entity up in the mountains in Springdale. We would like to hear from you. I wonder if it's possible we might hold your comments to three or four minutes. We may have some questions. We have another panel, and we're going to have to move right along.

TESTIMONY OF STEVE SARGENT, EXECUTIVE DIRECTOR, DECISION POINT OF SPRINGDALE, AR [1]

Mr. **Sargent**. First of all, I'd like to say it is an honor for me to be here today. I want to thank you, Senator, and your staff for allowing me to come. The Decision Point is just one agency in a network that's funded by the Office of Alcohol and Drug Abuse Prevention under Paul Behnke's authority. I believe there are 25 residential programs. Like I say, I'm honored to be here today to represent the treatment field. Specifically, I'll be talking about what we're seeing in northwest Arkansas.

We are a private, nonprofit treatment facility. I do want to mention that anyone is available to receive treatment there, regardless of their ability to pay. You don't have to have money to be admitted into our program. We have a total of 107 beds, 57 of those are primary care residential treatment beds, 50 of those are chemical-free living center beds. And we also carry an active case load of 150 outpatient at all times. Primarily, our catchment areas are Washington, Madison, Benton and Carroll Counties, but we don't limit our admissions just to those counties. For example, if we have someone in Pine Bluff who needs treatment, if there's no bed space available there, we'll take them. In fact, we'll take an individual from anywhere within the state of Arkansas. And if we have any room left over, we'll take them from some of the surrounding states. We have some people coming in from Oklahoma and Missouri.

We've been in operation since 1974, and what we've seen in the last two years basically is a tremendous increase in the number of people who have asked to receive treatment. We've operated with a waiting list for the last two years and we have continued to expand. In 1982, we had 16 beds and we're to 107 and we're still operating with a waiting list. Last year, we admitted 1,356 people. That's a 30 percent increase over the year before.

The major areas that we're seeing a problem in, and Paul has already mentioned them, is money for primary care for residential services for women and for adolescents. We need some help in educating the family and providing services to them. We have found out through experience that if we don't do something for the family, it doesn't do us any good to treat the addict. When we put them back into a dysfunctional family, we ended up with the same problem in a lot of cases. Just this last year, we saw a 347 percent increase in the use of crack and cocaine——

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[1] See p. 87 for Mr. Sargent's prepared statement.

Senator **PRYOR**. In your admissions there?

Mr. **SARGENT**. Yes. That's at Decision Point. 195 percent increase in the use of methamphetamines. Along with that, the increase in the number of adolescents receiving treatment is up 128 percent over the last year. Almost all of the agencies that would fall under the office of Alcohol and Drug Abuse Prevention provide a wide range of services: intervention, prevention, community awareness. We also do drug urinalysis screening, the whole range of services. The average age of our client this past year was 23.

Senator **PRYOR**. Well, this is a fascinating thing. The reason I looked back that way, you said your average age is 23. I was looking at our chart of drug admissions, 35 to 24, so your numbers pretty well confirm that statistic.[1] Robert, do you have any questions for either of the members of the panel?

Mr. **SHEPHERD**. No.

Senator **PRYOR**. Mr. Sargent and Mr. Behnke have pretty well indicated what they think we should do and not do on the federal level with the block grants, categorical grants, strings attached, etc. Do you have any comments as to how I might or we might, say, do a better job monitoring these programs that we are appropriating the money for?

Mr. **SARGENT**. Well, you know, I'm sure that this is going to sound biased, but since I am in the treatment business, I definitely think treatment plays a big part in this. If we don't reduce the demand by treating the people that are already addicted, we are never going to stop the supply of drugs coming into Arkansas. If we don't treat the people that need help, the people who come to our door and want in, we're never going to make any progress. I think education is a very important part. I think law enforcement is, also. But if we don't treat the population that are already addicted, I think we're spinning our wheels.

Mr. **SHEPHERD**. I might ask, do you feel like court-ordered treatment is as effective as it should be, or do you get any results?

Mr. **SARGENT**. I'm glad you mentioned that, Robert. Absolutely! We found out through our experience that the number of people who remain chemical free after treatment is just as high with people that are court ordered as the ones who voluntarily come into treatment. And I'm all for it. In fact, 40 percent of our clients are court ordered.

Senator **PRYOR**. Forty percent are court ordered?

Mr. **SARGENT**. Yes.

Senator **PRYOR**. When we read in the morning paper about judges mandating part of a sentence as drug treatment, would this be your facility?

Mr. **SARGENT**. Yes.

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[1] See p. 122.

Senator **Pryor**. And then it could also be St. Vincent's and Baptist. Would this be what the judge has reference to?

Mr. **Sargent**. Depending on how much money the person has. I know all the agencies that are funded on a road out at Decision Point and other alcohol and drug abuse prevention freely accept court-ordered clients.

Senator **Pryor**. All right. Now, I'm concerned about how you are financed. I see you are a United Way agency. I'm sure they can't finance the whole thing. Tell me where your finances come from.

Mr. **Sargent**. Okay. Well, we're funded in a big part by the Office of Alcohol and Drug Abuse Prevention. We receive Title 20 funding federal dollars for rehabilitation. The United Way plays a big part in donations. The rest of our income, we would have to generate about 40 percent of it on our own, and that's any way we can through the community, through donations. We also generate a little bit of income from people if they had the ability to pay, we put them on a sliding fee scale and take a little bit from the client.

Senator **Pryor**. Let me just conclude this panel by saying you do a splendid job. The reputation for Decision Point has far preceded you before this morning's hearing, and I want you to know that we compliment you. Thank you very much. We are going to put not only your statement, but also the statistics about Decision Point in the record. Maybe, it will inspire some of our colleagues and other communities in the state to emulate what you have done in Springdale, Arkansas. Paul, do you have any comment? No? Thank you both. We will call our final panel now.

I'm sorry, folks, but we are beginning to get into a time problem. We have Margo Clark who is coming next, the Prevention Services Program, University of Arkansas. Margo, we welcome you. You just take your seat. Faye Wilkerson, Housing Manager and Drug Program Coordinator, West Memphis Housing Authority. And this is going to be an interesting witness, I can promise, the Reverend William Robinson, Hoover United Methodist Church. We appreciate the three of you being here and look forward to your statements. Margo Clark, I think you are first.

TESTIMONY OF MARGO CLARK, PREVENTION SERVICES PROGRAM, UNIVERSITY OF ARKANSAS AT FAYETTEVILLE [1]

Ms. **Clark**. Thank you, Senator. I appreciate this opportunity to be here participating in this. Through funding that's been provided predominantly by the U.S. Department of Education and the Arkansas Office of Alcohol and Drug Abuse Prevention, my office provides training, consultation, and drug education materials to teachers and schools throughout the state. We conduct research concerning program effectiveness and we also conduct research concerning those factors that are related to substance abuse. The focus of our office continues to be prevention through education. To this end, we've developed two drug abuse prevention curricula, and both of those curricula emphasize the development of positive life skills such as decision-making skills, positive self-esteem, and values clarification, useable skills. We also developed a Role Players Troupe using high school students that act as positive peer pressure educators, and we were involved in the video production that utilized University of Arkansas athletes as positive role models.

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[1] See p. 96 for Ms. Clark's prepared statement.

Now, Senator, correct me if I am wrong. And I've been looking at your chart.[1] But my understanding of President Bush's request for $8 billion is that approximately 15 percent of that has been designated for education, 10 percent going to treatment, with the remaining 75 percent going to interdiction and enforcement. Is that correct?

Senator PRYOR. Let me confirm that. Is that about that right? That figure has been confirmed.

Ms. CLARK. All right. As educators, as parents, as concerned community members, we know we're not winning this war.

Senator PRYOR. Let me stop right there and just say that when President Bush first—I think September 5—unveiled his big drug program with all the whistles, drums, and sirens blaring, it was a 50/50 program. Anything that went down to the states into the local governments had to be matched 50/50. Ultimately, we managed through a lot of negotiation and arm twisting to make that 75 federal and 25 local or state. So I just wanted to tell you that it did change a little bit, but you're correct.

Ms. CLARK. The drug problem in urban America has reached a crisis level. The media informs us of that every day. But the youth across America continue to experiment with alcohol and drugs at increasingly early ages. I find that the trend for current funding is to support intervention for kids that are already in trouble with alcohol and drugs and to support enforcement efforts that deal with the suppliers and the users.

I find that adequate funding for primary prevention programs at this point is becoming increasingly harder to obtain. Arkansas is definitely not immune to those problems that plague our larger cities such as crack, cocaine, and methamphetamine, but I would like you to consider these statistics. Over 1,000 Americans die every day from tobacco related diseases. In 1988, the Center for Disease Control rated Arkansas third highest nationally in tobacco related deaths. The Mother's Against Drug Driving have released a statistic that says that Arkansas has the fifth highest drunk driving fatality rate in the United States. I didn't hear President Bush mention alcohol and tobacco in the war on drugs. I didn't hear him mention our rural communities and our small towns. I think that we've overlooked the potentially devastating impact of these two drugs not only in individual lives but in society as well.

Alcohol and tobacco are the drugs that adolescents and pre-adolescents are most likely to experiment with first. We call them gateway drugs and that's with good reason. If they are willing to do this, they are willing to go on and try other drugs as well. This is evidenced when I go into a sixth grade classroom and I find I'm doing intervention versus prevention with 11 and 12 year olds. For the war on drugs to be effective, Senator, my belief is that we have to bring it to the small towns, to rural Arkansas, and we have to recognize the impact of alcohol and tobacco, as well as other drugs.

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[1] See p. 121.

Senator **Pryor**. Thank you, Margo. Now I'm coming back to you in a moment and ask what you think we can do, and what you think I can do, specifically, about some of these particular programs. Ms. Wilkerson, one of the most, I am going to say, fascinating yet discouraging hearings that I attended last year was held on what goes on in the drug world in our public housing projects. We know we have a general idea of what is happening in Washington, DC, Chicago, St. Louis and New York, but we would like you to tell us about West Memphis.

TESTIMONY OF FAYE WILKERSON, HOUSING MANAGER AND DRUG PROGRAM COORDINATOR, WEST MEMPHIS HOUSING AUTHORITY [1]

Ms. **Wilkerson**. All right. First, I'd like to say that I am honored that I was asked to testify at this hearing. In the West Memphis housing projects in 1988, I believe it was February of 1988, Ms. Suskie of the Department of Housing and Urban Development stated that they would have a conference. And at that time it was decided that all the housing projects in the state of Arkansas would come up with a good drug program. And at that point, we decided that we would do what they asked, and we are very proud of our program. We will celebrate our two years next month—the name of our club is West Memphis Housing Authority Community Against Drugs Club. We had contests, and one of the parents submitted that name and won. And we have approximately 75 kids enrolled in the program. We meet once a month on our regular scheduled meeting days. And if we have some type of training that we would like to put the kids through, then we take extra time and have an extra meeting.

Like I say, we meet once a month. In this program, we provide education, prevention, alternative recreational activities, cultural enrichment, self-esteem builders, just whatever. And we also offer obedience to the children because a lot of them only see us once a month and they run and do everything they wanted to do, and it's kind of hard to get them together and settle down at that time.

We're concentrating more on awareness. We had our first citywide drug awareness rally in June of last year. This year, we're going to have our second rally, and we are having a lot of role models to come and speak to the children and to the people at the rally. And this year, Isiah Thomas will be my guest sports figure, if any of you would like to come.

We received our grant in September for $10,000 for our program. The first year in operating, we had a very limited amount of funds, but we spent what we had; a lot of services were provided and donated for the cause, and we can see a change in these children's attitude and we're really proud of them. Also, in conjunction with our education and prevention program in the housing project there was a lot of vandalism, loitering, shooting, gang fights. I mean, you had it. It was there. And we have a lot of the drug traffic coming out of Texas through Tennessee and coming over the river into West Memphis. And the city of West Memphis cleaned up one of the streets, the 8th Street drug traffic there. And after they cleaned that street up, then all of the drug traffic came to the housing project. Not busy in there in particular; they just set up corners and what have you. We had one crack house that was busted, and we have, I think—we had, approximately six petitions of tenants, and it's just really, really rough. And we have off-duty policemen that serves security.

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[1] See p. 103 for Ms. Wilkerson's prepared statement.

Now the first year, maybe year and a half, the problem with the policemen, we had them there, but it was just a matter of making them do what they were contracted to do. So that has worked out. And you know, they're riding through the neighborhood, but they're really doing a good job. In December, we stepped up security because it was just getting ridiculous. Usually the policemen working aren't doing anything. But the executive director met with the policeman in charge, and it has really made a difference, and you wouldn't believe it was the same community. But like I said, we really didn't use too many—much more as far as spending additional money. We added a couple more men, but it was just a matter of making them do what they were supposed to do, and it has worked out.

Right now, I'm working with the schools. We are more or less coordinating our efforts in West Memphis and working with the superintendent and the assistant superintendent to more or less make the school aware or the community aware of the efforts. This is—one of the problems in the schools, a fellow stated that the people there, they're just not trained or equipped to handle—they don't know. And, personally, I feel like with the problem the way that it is, it should be a part of the curriculum for the school system. And do you have some questions?

Senator PRYOR. While you are still on our panel this morning, Ms. Wilkerson, I would like to pay a personal compliment not only to you for your fine statement, but also to Mr. John T. Suskie, manager of the Arkansas HUD office, and his two-year program. I was one of the speakers last year at the drug awareness statewide Drug-Free Housing Conference, and I really think that this is a good step. I applaud him. I hope the record will note that Mr. Suskie is in the audience with us this morning and has been throughout, which indicates his interest.

At our hearing last year in Washington with Secretary Jack Kemp of HUD, we brought out the fact that the elderly in our public housing projects are many times, more often than not, totally imprisoned by the drug dealers. They are afraid to go out. They are afraid to even open their doors. And these people set up—as you say, they set up right inside of the elderly projects. Then we have the dilemma—I notice you stated that you had kicked some of the people out of the projects. Well, that sounds easy. But if those people have children, small children, you kick the children out with the parents for their ill deeds, and that is a dilemma. But I have heard wonderful things about your program in West Memphis, what you're doing, and I compliment you.

As our final witness today, as we say, we might even have saved the best for last, but the last one is one of the respected and revered members of our clergy in the state here in Pulaski County, Reverend William Robinson from the Hoover United Methodist

Church. Reverend Robinson, we appreciate you coming this morning, sitting here all morning. Now for your statement.

TESTIMONY OF REV. WILLIAM ROBINSON, HOOVER UNITED METHODIST CHURCH, LITTLE ROCK, AR [1]

Reverend ROBINSON. Thank you, Senator. I'm delighted to be here. I am just sorry that the law enforcement folks have already left.

Senator PRYOR. There are probably still some out there. You can say anything you want.

Reverend ROBINSON. Senator, I want to thank you again for allowing this opportunity to testify on this most pressing problem in America today, and as it relates to the black community in particular. I believe if we solve all the problems that America has but fail to solve the drug problem, we would still be doomed the next 50 years.

When I think of the problem, Senator, I think about the Holocaust, and you might say, "Well, why bring back such painful memories?" Today, crack and cocaine has become our "Massa," and it will oppress, depress, possess mentally and physically, emotionally and economically, all of the people within this community. Some drugs are tempters: alcohol, marijuana, sedatives, and some drugs are demons, like cocaine and crack and ice and a few others. Tempters get us hooked, demons cook us to death and destroy us. Crack cocaine is the name of the game, but the slavery game is still the same.

If we could solve this and get all the problems we have today and failed to deal with this problem, we would still have a tremendous problem. One of the things that I would suggest that could be done by you—and the drug czar in Washington as well as in Little Rock—is to try to bring together some dialogues and communication around the issue as it relates to all of the above: treatment, intervention, correction, education and all, because everybody is going to protect their turf in that stance. And unless there is some clear defined dialogue between each of the groups, then in fact, I'm afraid that some groups will have an advantage over others. Ones who have the most power, and it will probably not be the community-based group because they are not as organized as some of the other groups that we basically have to deal with.

We consider, in our community-based organization, this group more or less as a health problem. We look at it more of a health problem. Mr. Behnke just got through saying a minute ago we tend to address it in many ways. Unfortunately, when the majority of the community has a problem, it's considered a health problem. When the minority community has a crack problem, it's considered a criminal problem, which creates a very strong paradox for us as we tend to identify how we are going to address and how we are going to alleviate the problem. This is a $200 billion business according to the Senate Select Committee on Narcotic and Drug Abuse Control. It's an illegal industry, at least the $250 billion, and the minority community share of that is between $16 and $20 billion, which means that we are at about 13 percent of the overall piece. Now, when we put that against the number of articles that are put in the paper related to the minority community, it shows a big disparity. It looks like all of the problems are in the minority community, in the thunder zone, and they don't deal with the other part of the problem.

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[1] See p. 105 for Reverend Robinson's prepared statement.

What we also have to consider is that underground economy, even though it's an urban problem, the rural is where they train the boys and girls to come to the urban area. So there's no problem with taking a group and carrying them to a little small town and getting them trained, and then they move them from a small town to the larger cities where they can become much more profitable. But on the other side of that is that in America today, drugs have been used to revitalize our economy. Kentucky, Oregon, Indiana, Illinois, Pennsylvania, California, Carolina, West Virginia and Arkansas have very strong marijuana and other cash crops which is used to revitalize our society.

Now, one of the enforcement officers said a minute ago we grow some good marijuana in Arkansas but we don't have time to deal with that, we're going to deal with a few rocks. Now there seems to be a paradox somewhere. If we can't deal with millions of pounds of marijuana each year, we're just going to deal with a few rocks, then something is wrong. It raised the issue with me, where is the marijuana being grown? If it's grown in my yard, they would probably do something about it. But if it's grown in certain parts of Arkansas and certain parts of the national forest, then, in fact, who has responsibility to deal with that? I could talk about the "White Triangle" of Peru, Colombia, Bolivia, what have you, but I'm sure that you are already aware of what's going on in those particular areas.

But what I would like to talk about is to young mothers, in fact, who are giving birth to children who are hooked already at birth. I would like to talk about the cost that it takes for a mother, in fact, whose child is a part of these 350,000 each year that is born with, crack cocaine addiction, who have spasms, nerve problems, and what have you, and who are already part of the hard-to-place kids, you know, in our society. I would like for us to be reminded of the dollars that it costs us, more than $2,000 or day, to keep these children while they are in the hospital, and they stay at least from 30 to 60 days longer. You know, I think that we need to certainly address that problem for those persons who are already addicted.

And I'd just like to conclude—you have my statement and I want to conclude that on the record. But in Terry Williams' book "Cocaine Kids," he shares with us that children have developed a culture of refusal. They refuse to learn what is not applicable to the real world and to real people. To tell them that they can't learn, to tell them that they refuse to listen to the journalists who said that they are animals, the policemen who say they are animals, some parents have given up on their children. Crack cocaine kids are children of marriage between poverty, drugs, unemployment, the lack of stable environment, and the American dream. And if you say anything to the Congress, we have to remind them that poverty and poverty's twin sister, despair and hope, is a part of the product which caused people to be involved in the whole drug process. And

I think that we can't give it enough money up here on interdiction or prevention.

Reverend Stewart is on the prison board, and he suggests what we do is just build a whole wall all around the State of Arkansas and lock everybody up and we won't have to worry about building any more prisons. I don't know. Maybe what we can do is suggest that the next prison we build be built in north Arkansas. That might cause a look in terms of how we deal with the whole interdiction and prevention and treatment of peace when we start talking about where we're going to put them at. I think—I'm saying that there are still problems that have to be addressed that relate to the whole fiber of America that poverty, despair and hope, lack of jobs, poor economy, bears upon this whole interdiction process. Thank you.

Senator **Pryor**. Think you, Reverend Robinson. Thank you very much. Let me ask one quick question that I'd like for each panelist to try to address. What can I do, what can the Congress do in helping to make these dollars, these billions of dollars, hit the target and help more in solving the problem than what we are doing now? What can we do in the Congress?

Ms. **Clark**. Senator, drug abuse was a social problem long before it became a legal problem. As long as the demand is there, there is no amount of helicopters, troops or munitions that is going to stop the supply. I think each panel has been put in the unfortunate position of lobbying for their own particular bent in this. And certainly there is no one answer. But I firmly believe that the demand is mediated through education, particularly education in the primary grades.

Senator **Pryor**. How do other groups around the state know about you and your program at the University of Arkansas? I'm intrigued and frankly didn't know about it. How do other groups know about you?

Ms. **Clark**. Well, many people don't. Many people in our county don't know what we do. But we do try to bring in teachers from schools all over the state in the summer and train them in a week-long workshop, and we give them materials and offer them incentives to be there such as academic credit, and then offer them our assistance in the classroom so that hopefully when they go back to their classrooms, they have some training and resources.

Senator **Pryor**. Do you work, for example, with the Arkansas Education Association or with the Association of Superintendents or Principals or anyone like that?

Ms. **Clark**. The initial funding came from the Paul Behnke's organization, the Arkansas Office of Alcohol and Drug Use Prevention. And it's just through our own initiative that we get the word out to school districts in order for them to know about us. We've not been entirely successful because I'm asked to go all over the state when people in my own county don't know what we do.

Senator **Pryor**. Thank you. Ms. Wilkerson, do you have any suggestions?

Ms. **Wilkerson**. I just feel like until we address the employment situation, you know, within the State that the drug problem is going to be there. There is too much money involved, you know, and people are not going to change their lifestyle just—it's just too much money. And I feel like we should provide more adolescent treatment centers and put more money into education and prevention and something of that form.

Senator PRYOR. Reverend Robinson?

Reverend ROBINSON. Senator, I hate to put any more restrictions upon, I guess, the federal regs, but it seems to me that sometimes it's imperative that both sides be heard. For instance, we had a national crack conference in San Francisco. Cecil Williams was called to the White House with Mr. Bennett and several other folks as they began to talk about the new drug policy was coming out. But apparently, the people, the ministers who were there, really were not heard because the policy was just about already designed and was ready to be let. Maybe at some point, we have to have legislation where at least these persons are involved in the process. Even here in Arkansas when we were called in session a few months ago, none of us were called to testify. It was basically law enforcement officers who were called to testify about what the drug policy is going to be like here in Arkansas. So maybe we have to make sure that a cadre of people is involved in the process because I don't think—it's like she said, no one entity can solve the problem because there is no one solution. Everybody has to be involved in the process of bringing a solution to the table, and then we buy into it rather than having something dictated down to us by something that really was not designed to solve the problem in the first place, but put a sham here and keep on with the business at hand.

Senator PRYOR. Mr. Shepherd?

Mr. SHEPHERD. Senator, I've certainly appreciated the invitation to sit with you, and I would just like to make one brief comment. My position and I feel like the responsibility as Arkansas Drug Director, I think it's been pointed out by everyone here that this is a very broad problem and there are no quick fixes or simple answers. It's going to take an effort from all of us. And as I mentioned earlier, it's the thing that I hope we can go away from here with a better feeling of togetherness from every area of the effort in the war on drugs. And I think as the Drug Director and my primary responsibility in addition to, hopefully, trying to influence you and others in Washington that we get more federal assistance here is to make sure that in every area, law enforcement, education, prevention, and treatment, all of those areas, that those dollars we are spending are accountable, that they're getting the results that we need and that they're not just going out for the sake of fighting the war on drugs with no responsibility attached. I think those are our responsibilities also, to make sure that we are getting as much for our dollar as we can, addressing every area and coordinating the efforts of all of those folks.

We have had some good testimony here this morning. I know that this is your first opportunity to hear it, and I've had the pleasure of hearing some of it at previous meetings. The problem is very huge and very dispersed in different areas, but I feel like we can win the war on drugs and I feel like these folks that you've heard today have given us some good ideas.

Senator PRYOR. Thank you, Robert. You don't have an easy job. We admire you for doing it. Now I am going to get in trouble. At 12:30, we've got to leave this room. St. Vincent's has to have this room. But for the next 10 minutes, these microphones are going to be open for comments or questions. We are going to ask people to be very brief. State your name so that the court reporter can get that name into the record. We will start right over here.

TESTIMONY OF REV. DR. HEZEKIAH DAVID STEWART, JR., PASTOR OF MOUNT NEBO AFRICAN METHODIST EPISCOPAL CHURCH AND FOUNDER AND DIRECTOR OF WATERSHED HUMAN AND COMMUNITY DEVELOPMENT AGENCY, INC.

Reverend STEWART. Thank you, Senator Pryor. I'm Reverend A.C. Stewart. I serve on the Department of Corrections. I made that comment basically to show that you really can't build enough prisons to solve this problem. However, I'd like to remind us that this nation was founded one nation under God, with liberty and justice for all. Senator, I don't think that we're going to win the drug war without an active involvement on the part of the church. You can't fight the devil with programs; you must fight him with the spirit of the living God. And that's what I believe today that we're going to really deal with this problem of self-esteem is really going to calm self-esteem. We've got to get back to some basics. Everyone who mentioned here today that we need to feel loved, cared about, this is the beginning of growth into some sense of responsibility, moving towards some element of self-sufficiency. And I truly believe today that until we, as a people, get together, learn from each other, understand each other, that we're not going to learn to really deal effectively with this problem.

Money is the cause of it. Money is killing it. Money, the love of money, the thirst for money to bring about the American dream is the reason—one of the reasons why. And Senator, today until we get rid of racism, sexism, an all of these other "isms," we are not going to be able to deal effectively with this problem. I am hoping and praying that the federal government will take a look at some of the local community-based operations which are really winning the battle for you if any battle is being won at all.

I don't think money is the major—one of the major reasons—I mean one of the major entities we need to fight this problem. We need unity among ourselves. We need to get back to being concerned about our neighbors. Nobody who is a friend to anybody will allow his friend to go down without a struggle. And I'm concerned that we are involved in programs and programs and programs, and none of these programs seems to be working. When I was a little boy and I learned that my mother loved me and cared about me, Senator, I wanted to grow up and be somebody, if it was for nobody else than my mother. We need to get back to some basics in America where it's okay to tear a child's butt up if he did wrong. You have to get back to some basics to discipline of our children so that they can learn what it means to grow up with penalty, without penalty. I know there are some basic disagreement here. But I am concerned to tell you—enough to come today to say look, that if wisdom, if knowledge and understanding, intellect and academics alone could solve this problem, we would be spitting them out of computers every day of the week.

Senator, academics, intellect cannot solve this problem. I am sorry. I know there's a separation of church and state. But until America gets back on its knees and back under some of the principles of God that this nation was established under, I'm afraid we are going to continue to sink. Thank you for that.

Senator PRYOR. Thank you. Yes, sir.

TESTIMONY OF LOUIS KENDRICK, REPRESENTATIVE, PARENT ADVISORY COUNSEL

Mr. KENDRICK. Thank you, Senator. I am Louis Kendrick, and I've worked in the community action programs for about 24 years. I serve on the Parent Advisory Counsel of Chapter 1 and Chapter 2, and I am the national representative of Region 6 in Arkansas. We are concerned about parental involvement and all of the things that have been talked about here. Reverend Stewart just stole all of my thunder there. But I want to just emphasize two things here that I would like to take apart in this hearing by saying that training of children starts while they are yet in their mother's womb. And if we don't get the children trained in the areas that we are concerned with at an early enough age so that their unborn children can be benefited by the training that goes on while that child is still in the mother's womb, that's where we are failing there. And I'm offering that as a solution to think about.

What I'm offering is that I am told when Henry Ford was trying to determine how to come up with a windshield that would not kill people when you have a car crash with all of his experts and engineers, they knew their limitations, knew the scientific and the engineering limitations. So he went to some persons who did not know these limitations and they came up with a solution and we got an unbreakable windshield—a shatter-proof windshield. So I'm saying that maybe as we meet in this fine institution here, maybe the answer you are looking for might rest out there in the community among the people where the problem is. They might have the solution. And I guess we have to say you have to be open-minded and simple-minded enough to be able to hear what the young man said in the earlier panel discussion there, hear what the people are saying. We've listened to the experts. We might need to listen to the people who don't know the limitations.

And another thing Reverend Stewart pointed out and I want to just emphasize that, too, is that this is not to be embarrassing at all. But many times, role models for black men, black young men, is not always focused on the kind of people that make the role models that we would like to have. And then one of the things that I feel is something that needs to be looked at by professional people and others especially the news media, I notice in the seating of the guests. It seems like it's always that the black person is seated last or recognized last or given the last opportunity to speak. This may not by design; it may be for other reasons. But I'm saying that to those of us who look and see, our young men, young boys and girls who look and see, you know, how this is something that's been practiced in the past so long that maybe it's just common now. But I think it has a lot of affect upon some of us as we look at it and see it's always last. And our men are no longer looked upon as men because they are put in positions where they are less than men. So as Reverend Stewart was saying, we've got to get back to the basics, how God created us and what for.

Senator PRYOR. Thank you, sir. Yes, sir.

TESTIMONY OF MARK H. SWANEY, ARKANSAS COMMITTEE TO AMEND THE U.S. CONSTITUTION [1]

Mr. SWANEY. Hello. My name is Mark Swaney. I'm from the Arkansas Committee to Amend the U.S. Constitution. First of all, I'd just like to say it's a pleasure to finally be able to speak to you. You're one of the very few people I've ever voted for who actually got elected. In the late '50s, Senator, as a result of the CIA covert operation, civilian Americans were given LSD willingly and unwillingly, which led to the proliferation of this drug throughout American society. In the late '60s, a covert CIA operation facilitated the importation of heroin into the United States from the country of Laos and Vietnam. In the early '80s, the DEA and the CIA covertly protected cocaine dealing by the Contras in order to—so that the profits could be used to fund their war in Nicaragua. The guns went south; the dope went north.

The terminus of the guns and drugs pipeline has been reported to have been in Mena, Arkansas. The State of Arkansas has never investigated. I have a friend here who has 600 names on petition that he's been gathering for two years. The petition has a very simple statement. It says, "I support—or I desire that the State of Arkansas investigate the drug ring in Mena, Arkansas." It's not happened yet. We have letters from Governor Clinton and from Attorney General Steve Clark that were very noncommital about it.

My question to you is this: In view of elements of the U.S. Government's involvement indirectly and complicity with looking the other way while right wing supposedly pro-American fascist types of governments in the Third World deal drugs, first of all, why should anyone on the street who reads these stories and sees them in the newspapers—and they are very easy to find, why should they take seriously the government when they say, "We don't want you to use drugs, we don't want you to sell drugs"?

My second question is, will you personally speak out against drug dealing and complicity in drug dealing in political matters by the CIA?

Senator PRYOR. Thank, you, sir. Let me take those questions under advisement. Yes. Thank you.

TESTIMONY OF BETTY HERRON, EXECUTIVE DIRECTOR, ARKANSANS FOR DRUG FREE YOUTH

Ms. HERRON. My name is Betty Herron, and I'm Executive Director of Arkansans for Drug Free Youth. And I have presented your office with a statement on our stand against legalization of drugs and it has not come up today. There was one man passing by that wanted to legalize pot. It is a statement that I believe addresses the common myths that are around this issue that indeed, we are not winning the war, and that's what we have heard today. But what we have heard, and I want to point it out to you and I don't want to read my statement because I think it's more important that we look at the programs that are working. We heard law enforcement with their frustration. We heard the prosecuting people with their frustration. We heard all of the "institutional" folks talking about that they are so frustrated they can't win. What we're hearing from are the communities are winning. They believe they are making a difference. They have demonstrated that. All the school children have demonstrated that they are making a difference. And I think we need to look at advising communities to sit down and look at their particular problems and come up with a solution for their particular communities. There is no broad based panacea out there waiting for the monies to come in to cure the problem. What we need are for the people with the spirit that Reverend Stewart is addressing, want to do something about it.

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[1] See p. 110 for Mr. Swaney's prepared statement.

We have wanted to focus on parent education. I mentioned that to you briefly. We think education is fine. But don't stop with the kids, get to the parents who are not, you know, encouraging and forcing their children to be drug free. We are concerned if we have parent education programs, will we get parents to come out, to be "educated" on this issue. That's where I think we need to focus our attentions. Everbody is aware we have a problem, but how can we, as individuals, do something about it? Thank you.

Senator **Pryor**. Thank you.

Audience Member. Just one word, legalization. Why aren't the Food & Drug Administration more involved? That brings out a point basically, like the minister said. I'm an inspector in this space age, tool maker, and I know tolerances. And when you said perfect, there's no way, or nothing can accomplish a perfect product. Would you think about that? Just set your goal drug free. There's where I say legalization ought to be considered.

Senator **Pryor**. Thank you. The final statement here.

TESTIMONY OF DOUG BRASSELL, SHERIFF, JEFFERSON COUNTY

Sheriff **Brassell**. Thank you, Senator. I think all of y'all know me here. I'm Sheriff Doug Brassell of Jefferson County. And I'd like to say this much, I have sat here during this entire conference, and I guess you might say I'm in law enforcement. But I'm like Jesus Christ, I'm no respector of persons, I'll tell you that much. And I want to tell you this much, we've listened to every bit of this up here, and, Senator, we are not getting the funds. They call this an all-out war and the man in the trench is totally forgotten, and that's on the local level. We are not getting our proper funding from the federal government. I thank you. I hope you will take this home with you. You will carry it to President Bush. I wish I could talk to him personally. I carried him around whenever he was in Pine Bluff fishing, but I'd like to discuss this issue with him, that I think that we are due some consideration on the local level. Thank you.

Senator **Pryor**. Doug, thank you. That was the final comment, but please go ahead.

TESTIMONY OF JOE WISHARD, EMPLOYEE, ST. VINCENT'S INFIRMARY

Mr. **WISHARD**. Thank you, Senator Pryor. Excuse me for my lateness to the microphone. My name is Joe Wisherd. I'm an employee here at St. Vincent's Infirmary. I first met David Pryor standing on the podium with Bill McClard in Camden, Arkansas. I don't know if you remember me or not. I can't even remember who you was running against. You impressed me then. You have impressed me through the years, and you impress me now. I am proud of you being here. There is no way that we could tell exactly how to spend these funds, but we have to put our faith in God and our faith in you and men like you that care about citizens of Arkansas and of this country, and wish you well.

Senator **PRYOR**. Thank you very much. Bob, do you have anything?

Mr. **SHEPHERD**. No.

Senator **PRYOR**. Let me say that our hearing this morning has been, for me, very, very educational. I hope that this information can be imparted to Washington and to our State so that we can better ensure that these issues are looked at and that we don't forget and lose sight. I think we certainly owe a debt of gratitude to each of our panelists here who have made this possible. This has been, I think, a very educational morning for us all. The audience has been very generous in sitting here for about three hours or more. And to you Robert, our chief drug officer in the State of Arkansas, we wish you well in this endeavor. I want to thank all of you.

The transcript of the hearing will be available in a matter of several weeks, and you can write to me for a copy of this transcript, if you should desire. Once again, the full statements of each and all of our panelists this morning will be made a part of the record in addition to other statements I have received from other citizens who could not be here this morning. So let me thank all of you, and our hearing is adjourned. Thank you very much.

[Whereupon, at 12:30 p.m., the Subcommittee adjourned, subject to the call of the Chair.]

APPENDIX

PREPARED STATEMENT OF CHRISTINA CLARK

Why I become involved with TAC:

I am concerned about the drug issues. I wanted to help my community and I believe that the best way to do that is through education. The way we fight and win this drug battle is of importance to not only my future, but that of the generations to come.

I benefit and enjoy TAC's positive and creative atmosphere. My assocaition with TAC allows me to develop and cultivate friendships and at the same time, use my singing and drama interests as outlets. The rap sessions we have give me comfort in that other teens have similar concerns and I know I'n not alone.

Why some youths use illegal drugs:

I think there are several reasons.

1. To be accepted is very important. Some may think that if they don't do drugs, they will not be accepted and end up by themselves.
2. Many youths have time on their hands, and complain that there is nothing else to do.
3. The younger youths see the teens participating in drugs and perceive it as a way to be "cool".
4. Happiness is created/found within a person, but some people look for it in drugs.
5. Self-esteem does not come in a beer can or a capsule. The drug user may feel important and forget his problems for awhile, but feels just as badly about himself when the drug wears off.

Steps School Administrators should take to remedy the drug problem:

1. Youth groups such as TAC seem to be very successful. Besides, kids listen more to other kids. Peer groups have the capability to make it "Just as In to be straight".
2. TONE I and TONE II were not only fun but productive! The trained students took the materials back to their schools and not only created but implemented drug education projects.
3. School districts need to cooperate with the drug education youth groups and encourage their students to participate, not hinder participation. My school, Ridgecrest (Northeast Arkansas School District), supports TAC and excuses the kids from class, in order to present drug education/assemblies to other youths.
4. Leaders, such as School Administrators, should listen more to kids and lecture less to us.

CHRISTINA CLARK, *a Senior at Ridgecrest High School, Paragould, AR.*

Crowley's Ridge Development Council, Inc.
A Community Action Agency

P.O. Box 1497
Jonesboro, AR 72403
(501) 933-0033

TAC Advisors:
Dorothy Newsom
Cindi Prince

HISTORY:

Teens Are Concerned (TAC) is a unique community based educational group. It started in 1983 when some teens became concerned about their friends who were drinking and using drugs. When no assistance at the school level was available to them, this group approached the Greene County Volunteer Resource Council for help. The Resource Council applied for and received a $9,000 Channel I grant from the Division on Alcohol and Drug Abuse Prevention. The expiration of this grant, however, did not stop these highly motivated youth.

TAC is now associated with Crowley's Ridge Development Council: Early Intervention Program (EIP). EIP is funded by the Arkansas Division on Alcohol and Drug Abuse Prevention. TAC membership requires the youths to be drug educated through EIP. This package covers: drug information, alternatives, communication skills, problem-solving skills, peer pressure, and self-esteem. The Paragould Parks Department co-sponsors and supports TAC activities through the free use of their facilities.

TAC's original funding allowed the group to sponsor alternative activities and present educational programs. Awareness of TAC increased in proportion through their community involvement and successes. To insure longevity, TAC began to conduct fund raising activities: car washes and yard sales. The local community, businesses and industries became supportive of TAC's goals. They now donate door prizes, food, and services as well as financial support. The Dana Corporation funded a billboard for TAC in Paragould during 1986, 1987, 1988 and 1989. The Arkansas Division on Alcohol and Drug Abuse Prevention awarded TAC with a $1,500 grant in 1987 and a $10,000 grant in 1989.

MAJOR SERVICES:

This group of youth in Greene County is involved in **alcohol/drug educational programs.** TAC's presentations also include information about drugs, drunk driving, peer pressure, self-esteem, safety tips, child abuse, and other issues of concern. They write their own materials. TAC's philosophy is to enhance and foster development of young people's feelings and skills. One of the goals is to educate young people enabling their decision making skills about alcohol, drugs and other important issues. Another goal is to **offer a positive peer pressure atmosphere.**

This group also provides non-chemical **alternatives.** TAC, the Greene County Community Center, and EIP sponsor a DRUG-FREE NEW YEAR'S EVE PARTY for youths. Door prizes are donated by local businesses and TAC parents help chaperon. The following rules are adhered to: chemical free, ages 13 - 21, no admission after 9:30 p.m., and no-readmittance. This annual event was initiated in 1984. TAC also sponsors trips and other activities such as: shopping sprees to the Mall of Memphis, Adventure River outings, dinners and cook-outs, attending drug education workshops, etc...

TAC is concerned about their community. They were one of the co-sponsors of **Greene County's First Children's Health Fair, 1987.** Other sponsors included: Greene County Farm Bureau, Greene County Health Department, McDonald's, and Arkansas Methodist Hospital. TAC has assisted the Paragould Police Department with finger printing clinics. They have sponsored **community educational programs** such as: John Hill, University of Arkansas, in 1987. They co-sponsored a **Youth Drug Education Conference** (Teens of Northeast: T.O.N.E.) in Paragould involving over 200 youth from 31 school districts in the Spring of 1989. Other sponsors were: Eaker Air Force Base, C.R.D.C. - EIP & TAC, Rivercrest High School - Teens Against Drugs, Crowley's Ridge Educational Cooperative, Northeast Arkansas Educational Cooperative, Mercantile Bank, KAIT-TV, Governor's Partnership in Substance Abuse Prevention, Arkansas Division on Alcohol and Drug Abuse Prevention.

As a result of the TONE I Challenge, 9 school districts entered the drug education project contest and 5 other schools organized youth groups similar to TAC.

T.O.N.E. II was held December 1 & 2, 1989 in Paragould and was another success story for youth drug education. 264 youth and 65 school staff from 42 school districts (12 counties) attended.

TAC, with the help of KAIT-TV, has produced four Public Service Announcements (PSA). One is targeted toward the parents in an effort to give the youths an alternative to driving while under the influence, or riding with someone under the influence of alcohol or drugs. The second PSA is targeted for youths themselves. It deals with the finality of death and how sometimes it is the innocent who suffer. The 3rd PSA is a graduation scene and warns that some futures are terminated with the use of chemicals. The 4th PSA addresses TAC's theme of "Get High on Dreams, Not Drugs".

1.) TAC was recognized as 1 of 20 1989 Exemplary Prevention Programs in the nation by the Office for Substance Abuse Prevention (OSAP), The National Prevention Network (NPN), and The National Association of State Alcohol and Drug Abuse Directors (NASADAD).

2.) TAC was recognized in October, 1989 by the Mississippi River Delta Commission.

3.) TAC participated in the AETN Public Service Network Special, "Out of the Fast Lane". It aired on AETN, June 8, August 30, and November 24, 1988. It was selected and aired nationally on PBS stations in October, 1988.

4.) TAC's president, Laura McCarter Lawrence, was selected for the 1988 Roosevelt Thompson Youth Award (a statewide award) primarily due to her involvement with TAC.

TAC is sponsored by: Crowley's Ridge Development Council, Inc., Paragould Parks Department, and Arkansas Division on Alcohol and Drug Abuse Prevention.

OBSTRUCTIONS:

The two Educational Cooperatives (Crowley's Ridge Ed Co-op and the Northeast Arkansas Ed Co-op) agreed to pay the registration fee, from the Federal Drug-Free School Monies, for selected students and faculty to attend the T.O.N.E. II Training, the same financial arrangement as for TONE I. They have yet to pay their per participant registration fees. These fees were expected in November.

Being a sponsor of TONE, TAC's reputation and credibility are in jeopardy. Small town motels, restaurants,businesses, and agencies assisted TAC in making the T.O.N.E. training successful.

ASHDOWN PUBLIC SCHOOLS
OFFICE OF THE SUPERINTENDENT
ASHDOWN, ARKANSAS 71822

BOARD OF EDUCATION

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October 5, 1989

Senator David Pryor
3030 Federal Building
Little Rock, Arkansas 72201

ATTN: Testimony

Dear Senator Pryor:

At your request I have been asked to represent the Ashdown ALL/STAR PRIDE program concerning a hearing on the drug problems in Arkansas.

We, in the Ashdown ALL/STAR PRIDE program, have been working on self-destructive behaviors, especially alcohol and drug abuse of the young people in our community. The acronym for the program ALL/STAR are activity leadership laboratories students teaming around responsibility and PRIDE is parent resource in drug education.

We recently were affiliated with the national PRIDE program out of Atlanta, Georgia, which is America's PRIDE youth program. PRIDE stands for Parent Resources Institute in Drug Education.

We have used materials, activities, information, workshops from many different possible sources. The program tries to focus on youth helping youth in trying to prevent self-destructive behaviors. We are convinced that our community and our society is on its way to a drug free world. We also are convinced that the answer to solving all the self-destructive behaviors involving youth is by you taking care of each other through love and compassion. It is so very simple but so very complex.

The program began with five students five years ago and has 120 active students. We hope our workshops and our program light some fires in other students and other schools. We feel the spark was already there and we just added the fuel. We believe forming groups similar to Ashdown ALL/STAR PRIDE and putting those students in the driver's seat is the answer.

The ALL/STAR PRIDE group has been working with students in the Ashdown School District in grades K through 12. They have done this over the years by having overnight lock-ins and retreats and all day workshops in which they would cover many different topics and many different formats related to self-destructive behaviors such as drug abuse, alcohol abuse, drinking and driving, fighting, getting along with parents, hygiene, etc. The workshops are using many different media, such as video tapes, small group discussions, large group discussions. Recently within the last year we have added the entertainment format in which we use song, dance, skits, dramatic dance and rap sessions to teach about different topics such as drug prevention, peer pressure, refusal skills, suicide, and other topics which relate to self-destructive behaviors in a fun energetic and emotional setting. Ashdown ALL/STAR PRIDE has worked with all the students in the Ashdown School District this past year and has performed for the Sixteenth Annual Mid-South Summer School in alcohol and drug abuse problems conference at the University of Arkansas, Fayetteville Center for Continuing Education. They have worked with the Re-hab center in Hot Springs. They have performed for the Governor's Youth to Youth Conference in Conway this summer.

The Ashdown ALL/STAR PRIDE program has been invited to perform and set up similar programs in Mena, Arkansas; Fayetteville, Arkansas; Springdale Schools; Univerisity of Arkansas at Fayetteville; Pine Bluff; Russellville Schools; Crossett; North Little Rock; The Youth Service Center; FBLA Programs; Red River Programs in Camden, Arkansas; Hamburg; Hampton; Sheridan; Emerson and several educational co-ops. It is our hope that we will be able to set up similar programs with youth in these schools and communities.

I was challenged to start taking care of others. I felt the responsibility to do something about my friends and others in school being involved in activities that would ruin their lives. It makes me feel good that I am helping somebody. I know the things that I am involved in and the things that I do put me in a position to influence others. When I was young, I looked at student leaders, such as football players, and I thought they were great. I really looked up to them. Then when I saw some of them getting drunk and into other things, it broke my heart. Many people think we are losing this war on drugs in our country. We are asking students and others to think "I Can" rather than "I Can't". We got together and decided to take care of each other. We hope that other people in their communities will let their young people do the same thing. Robert Kennedy said, "If not now, then when; if not me, then who?" We accepted this challenge and decided to take a stand.

We will make a difference to think any other way is not acceptable. To do so is to lose this war and possibly lose some of our friends.

Sincerely,

Paul Simmons

Paul Simmons, Member
Ashdown ALL/STAR PRIDE

PS/rlr

Prepared Statement of Kerri Milligan

Hello and good morning, Senator Pryor, I'm happy to be here. But for the reasons and issues I'm not so happy about. Drugs are very bad but of course I don't have to tell you that. I really didn't think the problem in my school was that bad until one day a friend of mine used drugs. I didn't really think he shoul use drugs but i asked him to give me a good reason why he used drugs. He couldn't. It kinda upset me because usually people give me a reason. But, to me there is no reason to use drugs. I figured one reason people use drugs is because of peer pressure. One thing I do to overcome pressure is to give out a positive pressure. I feel that is very good. I really wish other people could do that too. Thanks.

Prepared Statement of Jawanza Whitfield

I was first introduced to drugs by my parents. Both my parents smoked, neither does now. After my father quit, he encouraged my mother to do the same. At that point I realized that cigarettes were bad for my health. Next when I was a little older, I watched my grandmother make a fruit cake. She used brandy and I wanted to taste it. I did taste it and I liked it. I went home and drank about 2 ozs. and passed out. I was nine at the time. I then decided I didn't like hard liquor. Then once at a party I tasted someones wine and someones champagne. I didn't like either one. And later in school I learned that alchol caused many problems for my anatomy and I vowed not to drink anymore.

My first experience with marijuana was seventh grade on the bus to school. One of the ninth graders offered me some and I refused because I knew if I didn't like cigarette smoke, I would like "pot".

As I look back on that experience. I am glad it happened when it did. Because later that year I had some emotional problems and I might have joined the crowd to feel a part of a group.

This experience leads me to feel that the best way to combat drugs is prevention programs; self-esteem builders education; "Just Say No" clubs etc. Police can put all the pushers in jail that they want, but as long as there is an addict there will be someone to provide the drugs. But without an addict a pusher is moot.

As a member of the Hall High Tribe I act as a teen leader for Just Say No clubs and DARE. We talk to the kids and show them that there are many high school students that don't do drugs.

Many teens deny that peer pressure exists to cause them to do drug. But that is definitely not so. When students try to get laughs in class talking about the stupid things they did when they were drunk then it shows they don't have a positive image of themelves. They feel the need to fit in with someone.

Many students feel that not doing drugs means being a goodie-goodie as if this were bad, and give being straight/drug-free a negative conotation. They feel the need to rebel and do so by joining friends that break the rules i.e., drink, smoke or participate in other illegal activity.

As we have lost many of these students, we must save the younger children because we all know they're starting to do drugs earlier all the time. Kids want to do be mature and adult-like and many see smoking as a way to be grown-up Studies have shown cigarette smoking leads to activity in other illigal drugs; alcohol, marijuana etc.

The reasons kids do drugs are well known. We should stop finding reasons and dispute them to kids. For instance many kids use drugs as a way to escape. We should educate them on alternative problem solving techniques—considering drug use causes problems not solves them. Education is the key.

Rehabilitation is another positive way to combat drug abuse. However this depends totally on the person. More money needs to be given to clinics. And less money needs to be spent on enforcement.

The key is in our youth. We must act now before the youth of today become problems of tomorrow. There is still a little time. However time is running out. "Just Say No" clubs, DARE and other programs need money to remain in existence to continue to do such an excellent job with our youth.

Statement of Lt. Doug Williams, Arkansas State Police Before the Committee on Governmental Affairs, St. Vincent's Infirmary, Little Rock, Arkansas.

From the indications of Arkansas State Police investigations, there is an apparent rise in drug trafficking in the State of Arkansas. Comparisons made between calendar years 1988 and 1989 show a rise in several areas.

Drug investigations opened by the Arkansas State Police increased from 1683 in 1988 to 2043 in 1989, an increase of 21.39% . No other area of investigation showed that increase. The next highest area of increase was in investigations opened in crimes against persons which increased 9.79% .

The trend is still on the rise when you look at the number of clandestine methamphetamine lab seizures in which the Drug Enforcement Administration was involved for the two years. There were eleven seizures during 1988 and twelve in 1989, representing a 9.09% increase.

The only area of decrease was in the Marijuana Eradication Program. The number of plants seized fell from 118,352 in 1988 to 97,679 in 1989, a decrease of 17.47% . Despite the decrease in the number of plants seized, the number of arrests increased from 250 to 333, and the number of weapons seized in connection with the program increased from 52 to 180.

The figures are not to dazzle anyone with statistics but to show that there is an increase in law enforcement's association with the drug offender, presumably due to an increase in the drug trade.

A recent development in the war against drugs is the prosecutorial/judicial district Task Forces. These Task Forces were established to aid state, county, and city police agencies in their drug enforcement efforts. There has been a marked increase in the number of joint federal/local enforcement operations and prosecutions. Now more than ever before there is a unified effort to combat the illegal drug trade.

It is imperative that our children be educated to the dangers of drug abuse. They must be taught in school, church, at home, through every conceivable source that it is best to never become involved with illegal drugs. They must be educated that illegal drug use is neither healthy nor acceptable behavior. Our children must be saved before they are lost to any form of rehabilitation. Part of the educational process should be to demonstrate to them why it does not pay to become involved in the drug trade. They may have seen people making a great deal of money, but they should also see the consequences of drug trafficking. The federal government is involved in Arkansas seizing assets from those who have gained their wealth through drug trafficking. This weapon in the war against drugs should be utilized to a greater extent by state prosecutors. Along the same line, criminal penalties could be more severely imposed.

As I understand, the purpose of this hearing is to determine what the federal government can do for the state and local governments in the "war on drugs". Most of the remedies in our state, that are not already in place, are going to be on the local level. When the uproar began over the 55 Mph speed limit, the solution was the federal government threatened to withdraw federal funding from the states that did not comply. Is the 55 Mph speed limit any more important to this country than the drug problem we are facing? I don't think so.

We either have to fight the problem on all fronts, or we will be forced to surrender. To turn our heads away and close our coffers to the drug war is to create defacto legalization of illegal drugs... and legalization is surrender.

SYNOPSIS OF WITNESS TESTIMONY

My name is David Butler. I am a Deputy Prosecuting Attorney responsible for the Thirteenth Judicial District Drug Task Force. The Thirteenth Judicial District encompasses six counties in Southwest Arkansas. These counties are Dallas County, Cleveland County, Union County, Ouachita County, Calhoun County, and Columbia County with a population of approximately 200,000. The major cities in the six county area are Camden, Magnolia, El Dorado, and Fordyce.

The Thirteenth Judicial District Drug Task Force, hereinafter referred to as DTF, is the Narcotics Eradication Unit for the Police Departments and Sheriffs' Departments in the six county area. Utilizing intelligence information from each of the respective law enforcement agencies in the six counties, the DTF has a staff of several undercover agents who work in the six county area as the need arises. Major undercover operations have been conducted in five of the six counties in the area, and the result has been numerous drug trials and prosecutions during the first year and one-half under the Federal Grant. The DTF federal grant was received effective August 1, 1988, and drug trials from Drug Task Force related cases began in January of 1989. Between January, 1989 and November, 1989, the Prosecuting Attorney's Office brought to trial twenty-eight drug cases. In the majority of the cases, the juries in the respective counties returned significant verdicts. I was responsible for trying the majority of these cases and would go from county to county following the Circuit Judge, and try most of the drug cases.

Attached is a list showing the results of the drug trials in each of the counties for the past year. Prior to the creation of the Deputy Prosecuting Attorney's position for the Drug Task Force, there were no drug trials in the district in 1987, and had been very few drug trials in the district prior to that time.

In addition to numerous trials and convictions in the district, a large number of individuals were sentenced to the Department of Corrections under Plea Agreements. Between December, 1988 and the present, eighty-seven persons were sentenced to the Department of Corrections for drug related offenses, and of those eighty-seven persons, sixty-seven of these individuals received a minimum term of ten years. The policy of the Prosecuting Attorney's Office was to recommend to the Court a Plea Agreement of no less than ten years concerning the sale of cocaine. In addition to the acceptance of the ten year minimum plea in the Department of Corrections, the Court required additional suspended sentences to keep a hold on the individuals after making parole. One of the biggest problems law enforcement faces is the ever increasing number of parolees getting out of prison and getting back into the drug culture. Frequently, individuals will flatten out their time, complete parole, and they will have to be caught for the third and fourth times. This task is very difficult concerning the sophisticated criminal.

The major narcotics problem facing the Drug Task Force is crack cocaine. Crack cocaine first surfaced in Southern Arkansas in Columbia County in mid 1988. The cocaine was brought in from Los Angeles, California by four individuals associated with the CRIP organization from Watts, California. These four individuals were tried and prosecuted, and are in prison. Since this date, numerous individuals from out of state have brought in quantities of crack cocaine for sale, in particular, from Dallas and Houston, Texas. Once the appetite for cocaine spread throughout Southern Arkansas, the distribution and use of crack cocaine became overwhelming, and has resulted in significant increases in burglaries, robberies, forgeries, and hot check violations. It is estimated that seventy to eighty percent of all crime in South Arkansas involves persons utilizing drugs, breaking the law, or committing criminal offenses in order to procure drugs.

Southern Arkansas has a long established reputation for production of high quality marijuana. Due to the problems associated with crack cocaine, the Drug Task Force personnel have been forced to spend the majority of their time dealing with crack cocaine, and have not been able to effectively combat marijuana distributions. This job is left to the Arkansas State Police and the Sheriffs' Departments. All of the twenty-eight cases tried in this district in 1989 involve cocaine.

In addition to the influx of cocaine use and distribution in Southern Arkansas, there was a significant increase in the use of crystal methamphetamines in Southern Arkansas. The tracking and location of methamphetamine labs has been very difficult due to the mobility of the manufacturers and their equipment, and because of the sparsely populated areas in which the labs are often located. Because of the problems associated with crack cocaine, the Drug Task Force personnel have centered their efforts chiefly on crack cocaine, and have left the lab eradication to DEA officials. The prosecution of the crystal methamphetamine manufacturers has resulted in several cases involving the sale of crystal, but very few cases involving the manufacture of crystal methamphetamines. There has been a significant increase in the past six months of the use by high school and college aged persons of crystal methamphetamines and ecstasy.

The Drug Task Force, in addition to involvement with aggressive prosecution, has been involved in education oriented programs. I have made numerous speeches to civic groups and schools concerning the use and abuse of drugs. The Prosecuting Attorney's Office has laid the cards on the table as far as these groups are concerned. The theme of the speeches is that the drug war can be won by combination of aggressive law enforcement, education, and involvement of the community. Law enforcement alone cannot handle the problem, nor can education alone handle the problem. It appears the programs designed for children between kindergarten and sixth grade are very effective. However, it will be several years before the fruits will be born.

In the majority of the schools in the district, the young people are using and abusing crystal methamphetamines, crack cocaine, and marijuana, and large numbers of the children will use the drugs whenever they are available. There have been tremendous increases in the children going across the state line into Louisiana to procure the drugs, and aggressive law enforcement is the only alternative outside of peer pressure from social, school, and church organizations.

The Drug Task Force is responsible for the investigation of the drug cases from start to finish. While initially many street level dealers were arrested and prosecuted, and sometimes tried, because of the large number of individuals involved in drug distribution, the Drug Task Force is now seeking to prosecute the larger scale organizations, and this results in interstate conspiracies. The majority of these interstate conspiracies involved originate in Dallas, Texas. Several interstate conspiracy-type cases are pending, and numerous arrests have been effectuated for persons residing in Dallas. Several people are pending extradition back to Arkansas based upon arrest warrants issued out of Magnolia, Camden, and El Dorado.

In addition to the increase in the sale and distribution of crystal methamphetamines and crack cocaine, there is a significant increase in the utilization of juveniles for the distribution of cocaine. Several juveniles from Dallas, Texas have been arrested concerning the distribution of cocaine. These individuals are recruited by drug dealers sophisticated and knowledgable about the problems with the juvenile court system in Arkansas. There is no effective remedy to deal with juveniles who distribute cocaine, and the conspiracy laws in Arkansas are inadequate to apprehend the individuals who recruit the juveniles. This trend was established in larger cities such as Dallas, Texas and Houston, Texas a couple of years ago, and is now being utilized by the drug dealers in South Arkansas.

One of the biggest problems associated with drug prosecution is the lack of jail and prison space to accommodate drug criminals. There are present in this district approximately one hundred fifty arrest warrants that cannot be served due to the lack of space in the county jails. A significant portion of the county jail space in Camden, Magnolia, and El Dorado is occupied by prisoners who have been sentenced to the Arkansas Department of Corrections, and of which are presently awaiting jail space at the Department of Corrections. Unfortunately, the Department of Corrections is paroling people who should not be entitled to parole, and these people are getting back on the streets in the drug culture. The biggest problem with this parole system is that there is a ever increasing number of sophisticated parolees getting back into the drug business, and these people are very difficult to catch the third, fourth, and fifth times. There is also an increase in awareness on the part of drug criminals that a forty year sentence in the Arkansas Department of Corrections usually will mean they will serve ten years, and ten years in the Department of Corrections usually means they will serve two and one-half years. In many cases, the first time felons are incarcerated for a sixth of the prison term. This problem is not with the Department of Corrections or their policies, but with the legislature in that no monies have not been appropriated to adequately deal with this large number of individuals.

The recommendation from the Thirteenth Judicial District is that large scale facilities such as boot camps are necessary to deal with the tremendous number of persons involved with drugs. The penalty of incarceration is inadequate due to the fact there is no real threat to the criminals due to lack of jail space and/or other facilities.

To date, the DTF, through December, 1989, has generated 800+ drug cases which involves 875 persons. In the future due to a lack of jail facilities, it is likely the DTF will make fewer cases. However, it is anticipated more upper level dealers will be apprehended.

JURY TRIALS
(December 1988 - 1989)

Name	Sentence	County
Poole	20 years	Columbia
Carr	40 years	Columbia
Clark	Hung Jury	Ouachita
Bevins	Hung Jury	Ouachita
Boliman	30 years	Ouachita
Wedgworth	35 years	Ouachita
Womack	40 years	Ouachita
Heywood	30 years	Ouachita
Torrence	30 years	Ouachita
Nix	20 years	Calhoun
Meeks	10 years	Union
Sellers	25 years	Union
Crossley	40 years	Union
Whitaker	15 years	Dallas
Jeffrey	10 years	Dallas
Tidwell	20 years	Dallas
Parker	20 years	Columbia
Clark	Not Guilty	Ouachita
Newton	Not Guilty	Union
Kramer	Not Guilty	Ouachita
Hunter	Hung Jury	Dallas
Johnson	40 years	Columbia
Marshall	30 years	Columbia
Ganaway	Not Guilty	Calhoun
Parker	35 years	Columbia
Robinson	15 years	Union
Thomas	50 years	Union
Meeks	20 years	Union
Jones	10 years	Union
Mixon	5 years	Columbia

TESTIMONY OF DON McSPADDEN
BEFORE THE UNITED STATES SENATE
SUB-COMMITTEE ON FEDERAL SERVICES, POST OFFICE, AND CIVIL SERVICE

Thank you, Senator, for allowing me to appear here today before this Sub-Committee. I appreciate your efforts and help which we have received from you on drug legislation. I commend you for your interest in a problem which is not only criminal in nature, but is a problem which affects each and every citizen of this State, no matter what their age, no matter what their social or economic status might be.

I serve as Prosecuting Attorney for the Sixteenth Judicial District of the State of Arkansas. This District is composed of five Counties in Northcentral Arkansas, namely Independence, Cleburne, Stone, Izard, and Fulton Counties. The problems which we face in rural North Arkansas are different, are of a different nature than those in other parts of the country, or in other parts of the State. However, the basic problems and the effects are the same all over.

In North Arkansas, unlike many urban areas, or even areas in the rural Delta, our biggest drug problem is still marijuana. This area is one which has not been touched by ice, nor do we have a substantial amount of crack or rock.

The District which I serve is still an area where substantial amounts of marijuana is grown and harvested, although the methods of harvest have changed in the last ten years.

Approximately 80% or more of our arrests are marijuana related, either growing marijuana, distributing marijuana, or possession with intent to deliver.

The age groups involved in marijuana trafficing ranges from very young children in intermediate school, on up to Senior Citizens in their late 70's. I have prosecuted at least two persons whom I recall were in their late 70's for growing marijuana. After recent busts in one of the smaller counties in the District, two or three of the defendants talked to us about persons who used to grow marijuana themselves, are now contracting with older persons to grow their persons for them, and splitting the profits. The older persons, normally retired, have more time to tend the plants, generally have a good understanding of cultivation practices, are unlikely suspects in any type of eradication program, and if caught, can usually either say they did not know what they were growing, or that they had found the seeds and just wanted to know if they would be able to grow marijuana.

Cocaine, in powder form, is readily available throughout the District. Many citizens throughout the District either did not know, or did not want to know, that cocaine was available, however, within the last year and a half, we have made a number of cocaine buys within the District.

In the Northern part of the District, crystal methamphetamine is readily available and has been manufactured in that part of the District. In the Southern part of the District, crystal methamphetamine is, again, readily available, however, the labs are now located outside of my District. Law enforcement agencies within the District have continuously investigated those labs, even though they are outside of the District.

The fourth most popular or readily obtainable drug within the Sixteenth District, and perhaps most disturbing to law enforcement officers, is LSD. LSD has made a come back within the last few years, and is reportedly stronger than it was in the late '60's. The drug is normally distributed in sheets of perforated "musical notes". It is not known how often this drug has been overlooked in either traffic stops and/or searches of residences, however, I know of a couple of occasions where, after officers made a seizure of sacks, suitcases, or other containers of drugs, that the musical notes were still left in the containers when the other drugs were sent to the Crime Lab for testing. The musical notes do not appear to be anything which a person could ingest and has been left behind, probably, in a number of occasions, just due to the fact that officers did not know what it was.

During the first year and a half that I was Prosecuting Attorney, approximately twenty felony drug cases were filed within this entire District. The District was served, and is served, by five County Sheriff Departments, six Police

Departments, and at least six Town Marshalls. Each agency, although cooperating with each other, is an independent agency, and oftentimes the imaginary boundaries of the cities, towns, and counties, hindered law enforcement. Most of the agencies have always had a "drug program", but each had different interests and/or emphasis'. Also, oftentimes, a City Marshall or small Police Department or, for that matter, a Sheriff's Department, might have knowledge of a certain drug problem, but would not have the resources to handle the problem, or would, in some cases, just not know what to do. Oftentimes, the problem was just beyond the jurisdictional boundaries of a particular agency, and the problem was allowed to continue to exist. In addition, each Department had varied resources and personnel. While some departments had an eradication program, there was no program aimed entirely at narcotic distribution, and with the limited resources and founds, such a program had been an impossibility. Drug enforcement, by and large, by necessity, was of an "hit and miss" approach.

By no means do I intend to imply that the law enforcement agencies of this District did not try. Sheriff Yancey, of Izard County, for example, has always had some type of drug operation working, and has been successful, however, due to the limited resources, he was never able to make any great impact until recently.

In 1988, I was able to obtain Federal drug law enforcement funds, which were matched by State and local funds, and with these monies, a Drug Task Force was created. The Task Force has been able to employ personnel to help assist other law enforcement agencies, and run independent drug operations. There are now full-time undercover officers who work within this District only. We have been able to purchase a number of items of sophisticated surveillance equipment, which was not available in the past. We have also been able to fund or assist in funding local departments in their drug operations.

In the last year, we have made 100 drug cases, and this is attributable, largely, to the increased manpower and resources from the Drug Task Force, and monies available to it and the other law enforcement agencies within this District.

I am convinced that the war on drugs is not going to be fought, nor is it going to be won, in Columbia. Nor is it going to be fought and/or fought at the borders of this Country. The drug problem which we face in Arkansas can only be won by fighting the battles on the streets and roads of the towns which make up this State.

I have been practicing law for almost twelve years, was elected City Attorney of Batesville while I was still in Law School, so I have worked with law enforcement during my entire practice, with the exception of about six months.

I have always worked very closely with law enforcement, and I have not seen anything work better than the Drug Task Force concept. Although there are many problems which need to be ironed out, this has been the only program which I have seen to have a success rate over an entire District.

However, the Task Force's and unified law enforcement programs can only exist when there is adequate funding. This funding is not available on the local level. Many Counties are thankful if they can keep their Courthouses and roads open. Since the end of revenue sharing, many Counties have been able to supplement their General Fund through local sales taxes, however, even those Counties do not have, by any means, a great excess of money to spend on programs which, although direly needed, are not essential to the running of traditional local Government.

The only way that I have seen to make any impact in drug law enforcement, is continue to support local Task Forces, and this is only possible through a greater availablity of Federal funds, with less matching funds from local governments. Law enforcement officers who have devoted a great deal of their time to drug law enforcement have told me that the Task Force concept is the greatest thing which has occurred in drug law enforcement during their careers. Arrests in every County in this District have increased by at least 100%.

Other than Federal funding for such programs as Task Force, our next greatest need is assistance with forfeitures. Local officials do not have the time, nor do they have the expertise, to track assets and acquisitions to determine if they are drug related. I am sure that in a number of busts which we have made, that forfeiture would have been possible, if we had had the expertise to track the defendant's accumulation of assets. Most of the Counties in this District do not have the means to do all that is required in asset forfeitures.

Other than the availability of more money, it would appear to me that the Federal Government, with all of its resources, specifically, its massive communications systems, information storage systems, drug enforcement agency, Internal Revenue Service, its other agencies, forfeiture procedures in Federal Court, etc., that it would be much easier to pursue forfeitures, upon a sharing basis, through the Federal system.

We are able to prosecute drug offenders locally. We can only do this with the help of Federal monies, however. The assistance which we receive from Federal authorities could be best used as collateral resources for forfeitures and such other matters for which we do not have the manpower or expertise.

Again, I thank you for allowing me to be here and, again, thank you for your concern and help in drug law enforcement.

City of Little Rock

Municipal Court
Criminal Divison

600 West Markham
Little Rock, Arkansas 72201
371-4739

Marion A. Humphrey
Judge

Alice S. Gray
Senior Judicial Assistant

STATEMENT OF JUDGE MARION A. HUMPHREY BEFORE THE UNITED STATES SENATE GOVERNMENTAL AFFAIRS' SUBCOMMITTEE ON FEDERAL SERVICES, POST OFFICE, AND CIVIL SERVICE, January 17, 1990

Senator Pryor, members of the staff of the subcommittee, panelists, and guests:

I am grateful to you, Senator Pryor, for scheduling these important hearings here in LittleRock. I also appreciate the invitation which you extended to me to testify.

The criminal justice system is approaching the position of being overloaded in dealing with matters involving illegal drug use and traffic. There is an obvious need to expand street details of law enforcement officers with primary or exclusive concentration in fighting illegal drug use and traffic.

There is a critical need for more judges, court clerks and probation officers, who are intimately involved in the trial of drug defendants and in their pretrial release and sentencing. I was recently told by a detective in the narcotics division of the Little Rock Police Department that I can expect from 60 to 80 more cases per month on my docket this year due to the anticipated increase in drug-related arrests, as a result of the City's decision to put more police officers on the streets. However, no one suggested how my court staff would be able to handle the increased load, since our budget was not increased to accommodate the additional load. We will have to make due with the same staff, facilities and funding.

Up to a quarter or more of the caseload at Little Rock Municipal

Court-Criminal Division, on any given day, may involve drug cases, and I suspect the number is actually more when one considers the non-drug crimes committed by persons, who are under the influence of drugs.

We have also reached a point where it is difficult to hold some persons convicted of drug use, particularly misdemeanants, due to the fact that our jails are full.

We are further burdened with a situation where many who might be helped or corrected with drug treatment are simply not able to afford it. In both the pretrial release and in sentencing upon conviction, we find it difficult for most to receive drug treatment.

Our court sends defendants and probationers to the centers listed on the attached list. Given the economic situation of most people who come through our court, it is apparent to me, Senator, that we are losing the part of the war which requires treatment, because the treatment simply is not affordable. Where treatment is affordable, such as at the Gyst House, that facility is overburdened. It is designed for treating 12 persons, but last week, there were 54 residents.

Senator, we need your help in securing funds for treating this epidemic. Without affordable treatment, there is little that the criminal justice system can do to rehabilitate anyone.

Thank you for the opportunity to give this opening statement, and I look forward to answering any question you have.

GYST HOUSE
RESIDENTIAL PROGRAM

INTAKE FEE OF $50 FOR LITTLE ROCK RESIDENTS
$250 FOR NON-RESIDENTS

SERENITY HOUSE
RESIDENTIAL PROGRAM

FOR A 30 DAY RESIDENTIAL TREATMENT PROGRAM $50 WEEK

RIVERBEND RECOVERY CENTER
RESIDENTIAL PROGRAM

FOR A 30 DAY RESIDENTIAL TREATMENT PROGRAM FEES ARE BASED ON INCOME ELIGIBILITY ALSO CHARGED $150 DONATION UPON ADMISSION

TWENTY-FOUR HOUR CENTER. INC
HAS SEPARATE FACILITIES FOR MEN AND WOMEN
RESIDENTIAL PROGRAM

PROGRAM FEES ARE BASED ON INCOME ELIGIBILITY
$250 DONATION UPON ADMISSION

QUAPAW HOUSE HOT SPRINGS
RESIDENTIAL PROGRAM

$150 DONATION UPON ADMISSION

PROFESSIONAL COUNSELING ASSOCIATES
OUTPATIENT SERVICES
FEES ARE ASSESSED ON A SLIDING SCALE BASED ON INCOME ELIGIBILITY

FAMILY SERVICES AGENCY OF ARKANSAS
OUTPATIENT SERVICES

FEES ARE ASSESSED ON A SLIDING SCALE BASED ON INCOME ELIGIBILITY

OUTPATIENT SERVICES

NO FEES CHARGED FOR AA MEETINGS

BRIDGEWAY
RESIDENTIAL PROGRAM

$375.00 PER DIEM FOR ROOMS.MEALS.THERAPY
ADDITIONAL CHARGES
$140.00 PSYCHOLOGICAL ASSESSMENT
LABORATORY WORK BILLED FOR EACH SEPARATE TEST

MEDICATIONS BILLED AS NECESSARY

PHYSICIANS CHARGES	$120.00	FOR HISTORY & PHYSICAL
THERAPY CHARGES	$50.00	1/4 HOUR
	$70.00	1/2 HOUR
	$90.00	3/4 HOUR
	$55.00	GROUP

DETOXIFICATION CHARGES VARY BUT AVERAGE $375 PER DIEM

CAREUNIT' BAPTIST HOSPITAL
RESIDENTIAL PROGRAM

$310 PER DIEM
ADDITIONAL CHARGES OF $200-$300 FOR PHARMACY AND LABORATORY
DOCTOR'S FEES ARE BILLED SEPARATELY

RESTORE ST VINCENT'S INFIRMARY
RESIDENTIAL PROGRAM

FOR 30 DAY TREATMENT PROGRAM APPROXIMATELY $10.000
DOCTOR'S CHARGES ARE BILLED SEPARATELY

RIVENDELL
RESIDENTIAL PROGRAM

FOR 60-90 DAY TREATMENT PROGRAM
$680-$700 AVERAGE PER DIEM
DOCTOR'S CHARGES ARE BILLED SEPARATELY

CEDARVALE
RESIDENTIAL PROGRAM

ACCEPTS QUALIFYING INSURANCE NO ADDITIONAL CO-PAYMENTS

OR SELF-PAY
FOR 28 DAY TREATMENT PROGRAM $9.000
FREE TRANSPORTATION TO OUT OF STATE CENTERS
REQUIRES $4.000-$5000 DOWN PAYMENT
PROMISSORY NOTE FOR BALANCE OF $125 PER MONTH

Arkansas Department of Human Services
Division of Alcohol and Drug Abuse Prevention

400 Donaghey Plaza North
P.O. Box 1437
Little Rock, Arkansas 72203-1437
Telephone (501) 682-6656
FAX (501) 682-6571

Bill Clinton
Governor

Paul T. Behnke
Deputy Director

ALCOHOL AND OTHER DRUG ABUSE PROBLEMS IN ARKANSAS
SENATOR DAVID PRYOR PUBLIC HEARING
January 17, 1990

TESTIMONY

I wish to thank the Senator and his staff for the opportunity to appear here today and hopefully offer some insight into the alcohol and other drug abuse problems in Arkansas.

Let me begin by stating that the block grant mechanism is the best method for distributing Federal dollars to states. The original concept of the block grant was to provide a means by which the Federal Government could provide blocks of money for programmatic services to states so that the states would have the latitude to use those funds for their specific needs. This concept worked very well. However, since 1984, Congress has continued to put restrictions, or set-asides, on these block grants which inhibit the state's ability to manage according to its needs. The block grant is beginning to resemble the ill-fated categorical grants of the past. The posture appears to be "we will sit in Washington and tell you what your problems are." Some examples of these restrictions follow:

1. Originally a 5% set-aside for women's services which was increased to 10%, and there is some talk of increasing it again to 25%. Arkansas already spends at least 25% of its funds for women's services.

2. The requirement to establish a $100,000 revolving loan account for the development of group homes. Arkansas established group homes a year and a half before this requirement became law, but we still are required to establish the fund.

3. The 50% set-aside for IV drug users may be appropriate for large metropolitan areas like New York City, but rural states like Arkansas have other problems that are more pressing. The law and guidelines do allow for a waiver of this set-aside, but states are receiving a great deal of pressure to forget about a waiver. Arkansas will continue to apply for these waivers.

"The Arkansas Department of Human Services is in compliance with Titles VI and VII of the Civil Rights Act and is operated, managed and delivers services without regard to age, religion, handicap, sex, race, color or national origin."

Recently a Congressman from California publicly critized some states (and he named Arkansas) for not putting enough money into the drug war. This Congressman should be reminded that his colleague from California authored the block grant funding revision that favored a heavy weighting for large urban populations. This formula change caused Arkansas to take the largest cut of any state in the nation, 12.7%. There were efforts by Senator Pryor and Senator Bumpers this past year to get this urban weighting reduced. These efforts must continue.

There was also an attempt to pull $250 million out of the block grant and establish competitive categorical grants that would be open to all states. Arkansas would be further hurt if this were to occur, and categorical set-asides, especially of a competitive nature, must be resisted.

Turning to the state level, Arkansas has done a good job by managing its limited resources to provide quality services. It has been argued in other states that not enough of the Anti-Drug funds get to the local level. Of the alcohol and other drug abuse treatment and prevention funds administered through the Federal block grant, 95% of these funds go directly to the local level through grants to community non-profit organizations.

While we are doing a good job with what we have, we are not doing enough. Additional resources are needed to fill gaps in the service delivery system. These gaps in order of priority are as follows:

1. Residential adolescent treatment services.
2. Services for pregnant women and their drug-addicted babies.
3. Services for the dually diagnosed client (alcohol/drug abuse and mental illness).

Funds are needed to assist in the development of these services. However, we do not need another percentage set-aside mandating these services unless there is a corresponding increase in funding to offset the set-aside.

It should be noted that this testimony uses the term "alcohol and other drug abuse." Alcohol is still the leading drug of abuse in Arkansas, and the rest of this nation for that matter. As long as the Federal Government continues to restrict its focus to only illegal drugs, we cannot win this "War on Drugs." Addiction is the disease that we are fighting. Our efforts must be concentrated on addiction to alcohol as well as other drugs in order to achieve a "Drug-Free America."

In closing, I want to thank Senator Pryor and Senator Bumpers for their efforts in voicing the needs and concerns of Arkansas at the Federal level. Please keep it up.

Paul T. Behnke, Deputy Director
Department of Human Services
Division of Alcohol and Drug Abuse
Prevention

STATISTICAL ANALYSIS OF TREATMENT SERVICES IN ARKANSAS

- There are an estimated 247,856 persons in the State of Arkansas with an alcohol or other drug abuse problem.
- In 1988, it was estimated that Arkansas lost $308,106,453 due to alcohol and other drug abuse/addiction.
- Over 36% of the arrests in Arkansas during 1988 were alcohol or other drug related.
- 6,104 persons were admitted for alcohol abuse/alcoholism treatment at state funded programs in 1988.
- 3,060 persons were admitted to drug abuse/addiction treatment in 1988 (a substantial rise from 2,360 in 1987).
- 1,418 persons were admitted for treatment at the Benton Detoxification Center in 1988 for alcohol and/or other drug detoxification (an increase from 1,307 in 1987).
- Cocaine, as the primary drug of use (other than alcohol) has risen from 3% in 1980 to 38% in 1988.
- Marijuana, although still the number one drug of use among the clients treated in 1988, has dropped from 51% in 1985 to 39% in 1988.
- Of minority admissions in 1988, 65% reported cocaine as their primary drug of choice.
- Of minority female admissions in 1988, 73% reported cocaine as their primary drug of choice.
- Minority admissions for drug treatment accounted for 34% of all admissions in 1988.
- In 1988, there were 851 admissions of clients under the age of 22 into state funded alcohol treatment programs. Of the 851, 174 were age 17 or younger.
- Over 93% of the clients admitted for alcohol abuse treatment in state funded programs reported using alcohol on a regular/habitual basis prior to age 21.
- In 1988, of the clients admitted to funded treatment programs, over 65% began using other drugs on a regular/habitual basis prior to age 21 (14.5% prior to age 14).
- 846 persons under age 22 were admitted to other drug treatment at state funded treatment programs in 1988.

- In 1989, Benton Detoxification Services Center provided alcohol and other drug detoxification services to 60 persons under the age of 22, a 20% increase from 1988.

- Of the persons under age 22 admitted to state funded alcohol treatment programs, 83% were male and 17% were female; 85% white and 15% minority.

- Of the persons under age 22 admitted to state funded drug treatment programs, 79% were male and 21% were female; 79% white and 21% minority.

- In 1988, there were the following number of arrests in Arkansas for children 17 years old and under, according to the Arkansas Crime Information Center:

  72 - Sales, or manufacturing of drugs

  320 - Possession of drugs

  297 - Driving under the influence

  1,158 - Liquor law violations

  482 - Public drunkenness

- The Arkansas Division of Alcohol and Drug Abuse Prevention funded programs provided $3,344,070 worth of treatment services in excess of their contractual reimbursement in FY89.

Arkansas Department of Human Services
Division of Alcohol and Drug Abuse Prevention
January, 1990

DECISION POINT
Alcoholism and Drug Abuse
Treatment Services

902 Caudle
P.O. Box 1174
Springdale, Arkansas 72765

Phone
1-501-756-1060

Decision Point is the largest, free standing non-profit treatment facility for alcoholism and drug abuse in Arkansas and has served over 10,000 people since 1974. Since opening it's doors, the average age of the clientele at Decision Point has dropped significantly from ages 40 to 60 down to an average age of 22 to 23 in the summer of 1986.

The goal of Decision Point is to provide effective services to men and women 18 years of age or older. Juveniles between the age of 14 and 17 are eligible for treatment with parent or guardian permission. Decision Point serves people in Washington, Benton, Madison and Carroll Counties but accepts referrals from anywhere in the United States if room is available in the facility. Clients from the immediate area are, however, given first priority and constitute about 60% of the patient population.

Decision Point is run on the same principles as the Betty Ford Chemical Dependency Center with treatment centering on peers working with peers, monitored by a professional counseling staff. The staff includes substance abuse counselors and support and administrative personnel. Medical and psychiatric services are contracted through other sources such as the Family Clinic, Springdale Memorial Hospital and the North Arkansas Psychological Group (N.A.P.G.).

The facility consists of five (5) converted residential houses in a quiet neighborhood close to downtown Springdale. The residential units blend with surrounding homes, creating a therapeutic family living atmosphere. In November of 1989, Decision Point will be opening a 45,000 square foot men's facility in a reconverted church in Springdale.

Medical detoxification facilities are not available at Decision Point and patients requiring such treatment are referred to Springdale Memorial Hospital or the Benton Detox Unit.

Residential treatment involves an intensive 24-hour-a-day, seven days a week, supervised living services program to diagnose male and female alcoholic/problem drinkers and drug abusers 18 years of age or older. Adolescents are accepted with parents consent. Services activities include such treatment as role-playing, group confrontation, peer evaluation, sharing sessions, and personal study/written assignments. The program also includes socialization experiences, recreational activities and follow-up services.

A member of the United Way and United Funds of Bentonville/Bella Vista, Fayetteville, Rogers, Siloam Springs and Springdale
215 Club, Inc., dba Decision Point is in compliance of VI and VII of the Civil Rights Acts and is operated, managed, hires and delivers services without regard to age, religion, handicap, sex, race, color or national origin.

The outpatient program was opened in the Fall of 1983 to provide counseling after the initial residential program and since then, over 5,000 clients have used this mode of treatment. Other new techniques and approaches to treat addiction problems have been included in the scope of treatment services such as urinalysis drug screening, education, and prevention services, and psychological-psychiatric testing and intervention, to name a few.

Alcoholics Anonymous plays a large part in the Decision Point program. Although it is no way affiliated with any treatment center, AA serves as a guideline for this facility.

Decision Point offers various programs such as residential, outpatient and aftercare. Although each patient receives an individual treatment tailored to specific needs, certain "core" activities are a must for each patient. These include group meetings focused on peer evaluation reviews, general lectures each focused on a theme, films and AA meetings.

In November, 1986, Decision Point expanded it's services to include a halfway house facility for those clients who have no place to go after completing the residential treatment program. These men and women (The women's unit was opened in May, 1989) are encouraged to secure gainful employment and pay their room and board. The success of halfway house treatment was proven in a recent recovery rate survey conducted by Decision Point. Based on figures gathered since January, 1985, those clients who completed residential treatment and received outpatient counseling showed a 43% recovery based on six-month follow-up. However, those clients who completed residential treatment, stayed in outpatient treatment and resided in halfway house showed a 72% recovery based on six-month follow-up.

The philosophy of Decision Point is that after care begins at admission. In treatment, patients can learn to use the AA tools, but what they do when they leave is more significant. Decision Point's philosophy is that aftercare takes two (2) years.

Clients meet individually with counselors to plan their aftercare treatment program. Participation in AA is the foundation for each aftercare plan. For clients who live within commuting distance, Decision Point offers a 12 session aftercare program. Although this is no substitute for AA, it does help clients with readjustment problems and they feel comfortable because they already know some of the members. An alumni association holds an open AA meeting every Sunday at 7:30 p.m.

Disciplinary discharges from the various programs at Decision Point may be incurred by 1) using alcoholic beverages or drugs while in treatment, 2) causing unwarranted friction among clients, 3) showing apparent unwillingness or disinterest in treatment and 4) stealing.

Funding for the facility is provided by grants from the Office on Alcohol and Drug Abuse Prevention in Arkansas, the Office of Title XX - Federal monies and local support from the United Fund Agencies and area industries.

Special Programs:

Extended stay in 25-bed chemical free Living Center is available to patients who complete treatment as long as the following requirements are met: 1) remain chemical free; 2) conform to house rules such as curfew; 3) pay $50.00 per week rent; 4) have gainful employment; and 5) remain on an outpatient status with one counseling session per week.

Statistics:

Number of Beds: 107
Bed Occupancy Rate: 99%
Length of Stay:
  Adults: 32 - 45 days after detoxification
  Adolescents: same
Annual Admissions: 973
Staff:
  Total: 28
  Average Number of Counselors: 15
  Percentage of Counselors who are Recovering: 100%

Admission Policy:

Anyone is eligible for Decision Point services, who admits to having a substance abuse problem and who is willing to do something to help themselves and enters treatment voluntarily. Court referrals are also accepted as well as referrals by family, friends, doctors and hospitals.

Average Cost Per Patient Stay: $1,024 to $1,440
Per diem: $34.00
Aftercare: $40.00 per hour
Family Program: $40.00 per outpatient hour

Detoxification, performed at an outside hospital, is paid directly to the hospital at their rates. There is a $25 charge for letters of completion for legal purposes.

All group policies cover cost of treatment. The cost for treatment services is based upon the ability to pay but no one is turned away because of inability to afford the program. Whenever possible, clients are encouraged to pay their costs for their program based on ability to pay.

Program:

The minimum stay after detoxification is 28 days for clients admitted for alcohol and drug abuse treatment. Upon arrival, clients are given an orientation by a substance abuse counselor on the program and aspects of alcohol addiction.

Although Decision Point is tailored to the individual needs of it's clients, it does include certain "core" daily activities in which all clients must participate:

-3 group meetings focused on peer evaluation reviews
and/or "hot seat" sessions
-2 assigned activity periods
-1 morning client government meeting
-1 12 step study or notebook work
-general lectures, each focused on a theme and films,
during the week
-1 open AA meeting after lunch

Even with such a packed schedule, clients still have two "open hours" a day for such activities as writing, reading, volleyball, horseshoes, walking or resting.

Access to television and telephone is limited. Smoking is permitted because we believe that "dealing with one addiction at a time is plenty." Meals are planned by a registered consulting dietician, and attendance at meals is mandatory. Snacks are available all day and in the evening after AA meetings.

Residential Treatment:

An intensive 24 hour a day, seven days a week, supervised living services program to diagnose male and female alcoholics/problem drinkers and drug abusers 18 years of age or older. Service activities include such treatment as role playing, group confrontation, peer evaluation, sharing sessions, personal study/written assignments appropriate to the client's individual recovery program. The program also includes socialization experience, recreational activities and follow-up services. The residential treatment program will take from 35 to 45 days with an average stay of 40 days. (Adolescents are admitted with parent or guardian consent.)

Outpatient Treatment:

Treatment services are provided to males and females 18 years and over and to adolescents with proper consent. Service activities include role playing, group confrontation, peer evaluation, sharing sessions, written assignments, and "Recovery Dynamics".

Such services are on an individual basis and are scheduled from the agreement between the counselor and the client.

A summary of services for the Substance Abuse Treatment Program of Decision Point is as follows:

1. Detoxification (medical)
2. Residential Day (room and meals and at least five (5) hours each day in various treatment activities)
3. Partial Day Treatment
4. Outpatient Counseling (group/family therapy, individual, vocational, etc.)
5. Antabuse Dispensing
6. Psychological Testing
7. Psychological Evaluation
8. Psychiatric Evaluation
9. Medical History/Physical
10. Medical Maintenance
11. Job Placement Assistance
12. Follow-Up Services
13. Drug Urinalysis Screening
14. Intervention Services (by appointment)
15. Vocational Rehabilitation Services
16. Education and Intervention Programs
17. Community Service Work - Films, Lectures
18. Workshops (upon request)

AA at Decision Point:

Alcoholics Anonymous plays a large part in the Decision Point program, although, according to AA principles, it is in no way affiliated with any treatment center or other institutions. It simply serves as a guide.

Aftercare:

The philosophy at Decision Point is that aftercare begins at admission. In treatment patients can learn to use the AA tools, but what they do when they leave is more significant.

Clients meet individually with counselors to plan their aftercare outpatient program. Participation in Alcoholics Anonymous is the foundation for each aftercare plan.

We strongly encourage 90 meetings in 90 days.

For clients who live within commuting distance, Decision Point offers a 12 session aftercare outpatient program. This is no substitute for the AA program, but it does help clients with readjustment problems and they feel comfortable because they already know some of the group members.

In special circumstances day treatment is provided for those clients that staff feel can reasonably profit from attending day time treatment without being a resident.

Fees:

The current cost averages $34.00 per day. No one is turned away, however, because of inability to afford the program. Whenever possible, clients are encouraged to pay their costs for their program based on the ability to pay.

Health care providers and others who would like to receive further information on the treatment program should write to Decision Point, 215 Club, Inc., P. O. Box 1174, Springdale, AR 72765, or phone 501-756-1060.

DECISION POINT
FACTUAL INFORMATION

Corporate Structure - 501(c)(3) Non-Profit

Governing Body - Board of Directors (Volunteer) 10-15 members

Catchment Area - Region I - Washington, Madison, Benton and Carroll Counties

Executive Director - Steve Sargent, CSAC

Staff - 28	15 Counselors	13 Administrative and Support

Client Capacity

Residential (Primary Care)	25 Female 25 Male
Outpatient	130-150 Active Clients
Chemical-Free Living Centers	25 Female 25 Male
Total Bed Capacity	107

Accreditation - by Office on Alcohol and Drug Abuse Prevention

Funding -

Title XX, Office on Alcohol and Drug Abuse Prevention (General Revenue), United Way, Community Support, Client Fees, Third (3rd) Party Insurance

Treatment Structure/Modality - Reality based Behavior Modification

Beds Funded through Title XX and O.A.D.A.P. - 20

Outpatient Slots funded through O.A.D.A.P. - 80

Breakdown by Substance Abuse	Funded	Not Funded
Alcohol slots - Residential	17 beds	10 beds
Drug slots - Residential	3 beds	27 beds
Outpatient slots - Alcohol	60	20
Outpatient slots - Drug	20	30

Contract Utilization Rate (End of Fiscal Year - 6-30-89) 410%

Public Awareness and Community Education hours provided - 600

Decision Point has operated with a waiting list for three (3) years.

Services provided last Fiscal Year that Decision Point did not receive reimbursement for - $265,000.00 approximately.

Survey of Clients (Two year follow-up)

Clients displaying improved functioning - 87%

Clients displaying complete abstinance - 47%

A survey recently completed by the local mental health program indicates that 30,000 individuals in Region I have a substance abuse problem.

AREAS OF CRITICAL NEEDS

1. Funding for primary care (Residential) services for Adolescents
2. Funding for primary care (Residential) services for Women
3. Increased funding for primary care (Residential) services for Adult Males
4. Funding for Family Services - Counseling, Prevention and Education

Our State and Federal Funding has increased only 14%, while our client load has increased 66% over the past twelve (12) months.

* In the first week of October, 1989, Decision Point will be opening a satellite outpatient office in Berryville, Arkansas, to provide outpatient services to the Adolescent population.

* In November of 1988, Decision Point was listed as one of the Top 100 Treatment Programs by the Avon Publishing Company in their publication "The Best 100 Treatment Centers for Alcohol and Drug Abuse" written by Linda Sunshine and John Wright.

DECISION POINT

STATISTICAL REPORT ON CLIENT CARE FOR THE TWELVE (12) MONTH PERIOD OF OCTOBER 1, 1988 TO SEPTEMBER, 1989

I.	Total Admissions (12 Month Period)	
	Primary Alcohol Abuse	965
	Primary Drug Abuse	391
		1356

			% Increase over previous year
II.	Admissions by Catagory		
	Residential-Drug (Primary Use)	242	120%
	Residential-Alcohol (with secondary drug use)	662	140%
	Outpatient-Alcohol (with secondary drug use)	303	11%
	Outpatient-Drug (Primary Use)	149	49%
III.	Adult Male Admissions	662	25%
	Adult Female Admissions	224	48%
	Adolescent Male Admissions	184	109%
	Adolescent Female Admissions	37	19%
IV.	Primary Drug of Abuse at Admission		% Increase
	Crack/Cocaine	134	347%
	Crank/Methamphetamine	112	195%
	Marijuana	87	(-64%)
	Inhalents	16	(-20%)
	Sedatives	16	(-53%)
	Narcotics	26	4%
	P.C.P.	0	(-18%)
	Hallucinigens	0	(-20%)

	1982	1989
Average Age of Clientele	45-47	22-24

DATE:	January 17, 1990
SUBJECT:	Written testimony for Senator David Pryor concerning the involvement of the University of Arkansas in statewide drug education efforts
SUBMITTED BY:	Margo Clark, M.Ed.
POSITION:	Research Associate, Program in Health Sciences, University of Arkansas
FOR FURTHER INFORMATION:	Call 501-575-5639 or write Margo Clark or Michael Young at HPER 326, University of Arkansas, Fayetteville, Arkansas, 72701

The Program in Health Sciences at the University of Arkansas, Fayetteville has been actively involved in drug education for over nine years. All facets of the drug education field are included in the ongoing work conducted by staff and faculty members: research, curricula development, teacher training, consultation, implementation of programs, community presentations, and the operation of a resource lending library. The focus of our efforts continues to be prevention through education.

Dr. Michael Young is responsible for securing the funds that run our projects and also acts as Project Director for an assortment of programs. We have received funding since 1981 from the Arkansas Office on Alcohol and Drug Abuse Prevention (OADAP) to provide training, materials and resources to Arkansas school teachers. We do this in a five-day workshop held on campus in Fayetteville. We feel that a unique feature of this project is the "school team approach", wherein we ask for 3-5 personnel from each school to participate in the workshop. We typically see counselors, school nurses, administrators, and teachers from varying grade levels. By doing this, we hope to instill the concept of drug education as an on-going, cumulative effort throughout the students' school years. To date, we have had 447 teachers participate in OADAP funded training. They have reached literally thousands of Arkansas school children with drug education programs.

In October 1987, Dr. Young received a funding award from the U.S. Department of Education for a two-year period (ending September 30, 1989). The focus of this project was similar to the OADAP project with the notable exceptions that we provided 1) training for teachers K-12, versus limiting our workshop to participants from elementary schools and 2) a staff person to team teach with teachers in the classroom. Project staff made numerous community presentations and have provided resources and materials to schools and the community through our in-house drug education lending library.

CHEERS, a drug education curriculum for fourth, fifth, and sixth grade students was developed by staff members Margo Clark and Ann Moore in 1987 and implemented by schools participating in our workshop. Additional on-site workshops were conducted at several Northwest Arkansas elementary schools to familiarize teachers with the CHEERS curriculum. The emphasis of CHEERS is the development of "life skills" such as decision-making, values clarification, refusal-techniques, and increasing one's self-esteem so that the student is better equipped to deal with the inevitable encounters of drug use in our society.

Margo Clark and Michael Young were project co-directors for another OADAP funded program entitled "The New Attitude Players, A Role Players Troupe for Drug Education." This project was exciting to work on because it utilized the thespian talents of 10th, 11th, and 12th grade students at Lincoln High School in Lincoln, Arkansas. The troupe presented skits and dramatic representations of various issues surrounding drug and alcohol use in our society. These students did an outstanding job of getting their message across in a positive, non-threatening way. This fresh approach to drug education was enthusiastically received by audiences throughout Northwest Arkansas.

Dr. Chudley Werch developed an innovative project entitled "Keep a Clear Mind" with funds supplied by the U.S. Department of Education. A drug education "lesson" was distributed to 700 fourth and fifth grade students each Monday for a period of four weeks. Each lesson dealt with a specific drug education topic. The students took these lessons home and worked on them cooperatively with their parents before returning them to class at the end of each week. The intent of this pilot program was to encourage parent-child interaction regarding drug issues.

Staff member Susan Rausch coordinates the "Be A Winner" program. Law enforcement officers are given drug education training in a five-day workshop in Fayetteville. The officers then implement the "Be A Winner" curriculum in sixth grade classrooms for one hour over an eight week period. This curriculum was developed around the idea that young people who feel good about themselves and who possess the skills needed to make an informed decision will choose not to use alcohol and drugs. Thirteen schools were involved in this pilot project during the 1988-89 school year. More than 1000 children participated. Additional schools are a part of the program this year. This project operates on funds awarded for a two-year period by the U.S. Department of Education (ending April 30, 1990).

Margo Clark is currently Project Coordinator for an innovative project entitled "Ballplayers Against Drugs, Get on the B.A.D. Team." Working through the University of Arkansas Razorback Foundation, Project Director Dean Lee secured funding for the B.A.D. Team program from the Arkansas Office on Alcohol and Drug Abuse Prevention. "The B.A.D. Team" utilizes University of Arkansas Razorback athletes from both the men's and women's programs as positive role models against drug and alcohol abuse. The entire production is scripted, complete with highlights of the Arkansas Razorbacks and accompanied by music videos. The resulting 30 minute videotape will be sent to every fifth grade classroom in the state. It is hoped that the presentation of the talents and abilities of the athletes will exude a powerful, positive peer influence upon the youth of Arkansas. Certainly many students have aspirations of their own and will benefit from the positive messages from the athletes. "The B.A.D. Team" will reinforce the decision of those students who choose not to use drugs and alcohol and provide persuasive guidance to students who may already be experimenting with these substances.

In addition to providing training, consultation, direct education, curricula development, and operating a resource library, the Program in Health Sciences conducts research concerning program effectiveness, frequency of alcohol and drug use, and factors related to the initiation and intentions to use alcohol and drugs. The faculty and staff of the Program in Health Sciences continue to publish research articles in scholarly journals and present papers at professional meetings. Faculty and staff also conduct training and service activities based on their extensive work done in the field of drug education. As such, the University of Arkansas is fast gaining the reputation as having one of the top health science programs in the nation.

PROSPECTUS

Based on the on-going work in drug education done through the Program in Health Sciences at the University of Arkansas, the following represents a "wish list" of future projects, program design, and philosophical outlook for the needs of education in the War on Drugs.

I. State-Wide Comprehensive Drug Education

In order to make "prevention through education" become a reality in Arkansas, drug education must become incorporated into each child's curriculum in much the same way that math skills are built upon from year-to-year. Drug education is included as part of the state education standards and is thus mandated to be taught. In spite of this mandate however, drug education is too often sporadic and inconsistent. Prevention through education is based upon comprehensive drug education for grades K-12. The faculty and staff of the Program in Health Sciences are qualified to offer a complete range of services to individual school districts. Acting as consultants, they can conduct local needs assessments and organize district-wide meetings to work with administrators, parents, counselors and teachers representing all grade levels in developing the drug education program that is best suited to their needs. Success of a program such as this would hinge in part on community-wide support, and on acknowledgement of the multi-factoral etiology of alcohol and drug abuse. Primary grades are very often excluded from drug education activities, yet studies lend support to the importance of developing positive self-esteem and interactive social skills at a young age. Drug education consultants working with the school district can help centralize resources, participate in curriculum writing, and coordinate this comprehensive effort over all grade levels.

II. Incentives for Teacher-Training

Teacher training is an important part of drug education efforts.

After completion of training, each teacher should be able to participate effectively as part of a school team involved in drug education. If teachers are to be expected to give of their own time and resources to participate in training, it is important to provide them with incentives to do so. Offering academic credit at a 50-100% discount, paying room and board expenses for the training period, and providing materials for their individual schools are ways to give incentives to teachers to encourage participation. The Program in Health Sciences has been doing this through both state and federally sponsored projects and views this type of participant support as critical to its continued success.

III. Coordination of Drug Education Network

Currently, there is no one single source that will delineate the many programs, resources, and individual and group talents that are available across our state. Often school districts are unaware of the resources offered within their own county. If we truly see the problem of drug abuse as "our problem" versus a problem that happens to "someone else", then the future of the children in our state should reap the benefits of a collective effort by those individuals and agencies that are involved in the field of drug education.

IV. Development of Drug Education Curriculum for Primary Grades

Drug education curricula for grades K-3 are in high demand in schools in our state. While grades four, five and six are most often targeted as recipients of drug education, we increasingly find that in this age group we are doing intervention versus prevention.

Children in the primary grades usually have a rather narrow social focus. Their experiences with drugs and medicine generally occur close to home, and they need to be aware of the differences between beneficial drug use and dangerous drug abuse.

During this period, children are strongly influenced by adults. A positive drug education curriculum will help the child build on his or her sense of individuality, complete with unique talents and worthwhile skills. They also can benefit from an introduction to problem-solving and decision-making. The positive self-regard and communication skills that they adopt now will be reflected in their future attitudes.

V. Innovative Approaches to Drug Education

The current student population is sophisticated in their knowledge of drugs and in what they expect from classroom presentations. Utilizing peer education techniques and a video format provides an avenue to make drug education relevant and accessible in each child's life. The videotape production of "The B.A.D. Team" can be effectively used and a role-playing troupe like the New Attitude Players could become an on-going part of any school's drug education efforts. Other innovative approaches such as interactive computer simulations and "take home" programs involving parents are projects we hope to incorporate in our efforts in drug education.

VI. Expansion of the "Be A Winner" Program

"Be A Winner" utilizes uniformed law enforcement officers to provide drug education. We see this as an important supplement to existing drug education that is provided by the regular classroom teacher and other community resources. This program has been very successful during its brief period of existence. Funds are needed to make the program available throughout Arkansas as well as to schools and law enforcement agencies in other states.

VII. Flexibility in Funding and Adequate Availability of Funding

Much of the drug education monies that now come to Arkansas are reserved solely for high risk youth. This means that innovative programs that include persons that do not fall in this category are not eligible for funding. For example, programs designated for the public school setting, aside from those schools located in large urban areas, may not be eligible for funding because their population is not limited to high risk youth. Flexibility in funding might mean that programs have to show how high risk youth would be included, but the programs would be available to all youth.

While the drug problem in our nation's urban areas has reached crisis level, our youth continue to experiment with alcohol and tobacco and other drugs at increasingly earlier ages. Current funding supports intervention with young people that are already in trouble with alcohol and drugs. Adequate funding for prevention programs that emphasize the development of skills to resist alcohol and drugs beginning in the primary grades has become increasingly hard to obtain. The War on Drugs must reach our small towns and rural communities and must recognize the devastating impact of all drugs, including alcohol and tobacco.

SUMMARY

The Program in Health Sciences at the University of Arkansas - Fayetteville has an exemplary track record of involvement in efforts to promote the health and well-being of the people of our state. Drug education has been a major emphasis. We plan to continue our involvement in training for teachers and law enforcement officers, curriculm development, direct education, and research. The extent of our involvement will depend upon the availability of funds. We are, however, committed to securing funding for the development of innovative and creative projects which address the health education needs of Arkansas.

FEDERAL SERVICES
POST OFFICE AND CIVIL SERVICES
JANUARY 11, 1990

FAYE WILKERSON'S STATEMENT BEFORE THE SUB-COMMITTEE

The drug problems in Eastern Arkansas and particularly the West Memphis area is proverbial. The Drug Lords/Gangs have moved into the smaller cities and rural communities because the smaller police forces do not have the skilled manpower to handle the drugs and tumult that it brings.

The West Memphis Housing Authority organized its "Community Against Drugs Club" in February, 1988, to deter our young people from drugs and alcohol. Our club offers education, prevention, alternative recreational activities, self-esteem courses, cultural enlightening, and obedience. There are 70 children enrolled in the program.

In conjunction with our prevention program, we found that we needed to alleviate the selling of drugs, gang wars, loitering, vandalism and shootings in the project community. Therefore, the Executive Director for West Memphis Housing Authority employed off-duty policemen for security. Policemen work six (6) hours a night, five (5) nights a week. In December, we tripled security with six (6) officers working twelve (12) hours every night. The West Memphis Police Department has stated that the crime rate, shooting, loitering, and vandalism rate has dropped so tremendously that there are nights that no calls come in from the project community, and no cars are dispersed to the project community. We have changed the schedule in January to four (4) men at six (6) hours every night. We are presently conducting a survey in the project community to get an overview of the effectiveness of the increased security.

The District I Task Force in Eastern Arkansas would like to see more Teen Treatment Centers funded in Arkansas.

The West Memphis School District has initiated a program to combat drugs in the school system. They present Robot Shows, guest speakers, rallies and educational programs.

We feel that the unemployment rate has a tremendous impact on high risk youth in West Memphis and surrounding communities. The drug dollars are inviting to the children because they are economically disadvantaged and under peer pressure. The majority of the parents are single-family heads of household on AFDC, and they cannot afford what is needed for these children. Parents are turning their heads because the money is coming in and they are not turning it down. If there were more male and female role models, increased minimum wages, job skills provided for heads of households, and opportunity to share in the great American dream of owning your own home, this would give them a concept of pride. No one appreciates anything unless it is earned. People go along with the System - You give, we take.

I feel America should alleviate these enslavement programs because the borrower is slave to the lender. We need to change the way the majority of Americans think. We are drifting day to day with no purpose or goal.

Drugs In The Minority Community

Testimony: by William Robinson

January 16, 1990

Senator Pryor: Thank you for this opportunity to testify on the most pressing issue in America today. And in particular as it effect Black Americans. If we could solve all of the problems in this country tomorrow and fail to solve the drug problem in my opinion we would be a nation that would still be doomed in the next 50 years.

When I think about drugs in America I think about a Halocaust. Why bring up such painful memories? Today, crack and cocaine is our "Massa". It oppresses, depresses and possesses us mentally, physically, emotionally, economically and politically. We must never forget, some drugs are tempers-alcohol, marijuana, sedatives-and some drugs are demons-cocaine, crack, and crack and ice. Tempters get us hooked, demons cook us to death and destroy us. Crack Cocaine is the new name, but the slavery game is the same.

The collective buying power of African-Americans is over 200 billion dollars. According to the House Select Committee on Narcotics Abuse and Control, the illegal drug industry generates atleast 150 billion dollars a year. Conservatives estimates the African-American share in this underground economy to be 16 to 20 billion dollars a year. By the year 2000, 70% of working age black men will be jailed, dead, alcoholics, or hooked on drugs. 43% are now in that catagory. 11% of pregnant women use drugs during pregnancy, giving birth to 375,000 babies born addicted to drugs. HIV positive or with AIDS, with severe strokes and seizures and/or develop serious neurological, emotional and intellectual disabilities. Drug exposed babies stay in the hospital an average of 13 days longer than healthy babies and cost nearly $2000/day. These babies account for 60% -75% of "boarder babies" and foster care "hard to place" Children in the Social Service System.

Hospital across the country increasingly report the remergence of maternal death during labor and delivery directly attributed to drugs used during pregnancy. 13% of pregnant teenagers now choose cocaine to abort their babies.

Sexually transmitted diseases and AIDS are increasing at alarming rates due to crack use. AIDS is the silent killer African American children youth, adults and older adults caring for young grand-children due to their parents drug addiction. Drugs, particularly crack, are increasing in rural areas. Urban/cities are the most publicized, but actual drug dealing trafficking, and training in the drug underground economy is done in rural areas. Drugs are grown, harvested and revitalized economies in Kentucky, Oregon, Indiana, Illinois, Pennsylvania, California the Carolinas, West Virginia and Arkansas.

The majority of persons receiving treatment and recovery services are middle class, medium income of $40,000 and up. In Wall Street and Fortune 500 companies. In June of last year, called a conference of fortunes 500 executives quietly met in Southern California addressing Drugs and Corporate America. While in poor and black communities there are few/no treatment centers or recovery programs. What do a person do who desires to get off of drugs and they are told that they must wait 6 months. We need treatment on demand.

The "White Triangle" of Bolivia, Peru and Columbia is our death trap. Peru grows 65% of the worlds coca from which cocaine is extracted: Bolivia grows 25% of the worlds coca. Columbia is where 80% of the cocaine reaching the U.S. is refined. These three Latin American countries produce coca that is the source of cocaine and its derivatives-crack. The people in Bolivia, Peru and Columbia are encouraged to grow coca to meet the market demand of cocaine. Simultaneously they are told to spray the coca crops with U.S. produced pesticides to prepare for other crops. Meanwhile, poor people who grow and refine, cultivate and harvest coca would be exposed to harmful pesticides. The land would need time to become ready for planting and growing new crops, and children who are abandoned/neglected on the street and come from poor families are forced to prepare coca as cocaine and are given coca to be high while working.

Remember the Nestle boycott due to the corporation sending contaminated formula to African mothers or their children? Now recall the chemical drug warfare that is now being waged on our women and children through the research and pregnant women and children given AZT.

We must not let our children be used as research objects. Drug runners, dealers at school, lookouts, ganglords for drug turf and mini corporate middle managers for drug cartels. Remember the illegal business is 150 billion and the African Community share is 16 to 20 billion which is 25% per compare to 89% of the arrest report in the paper and the even news. According to Carry Gainer of the Arkansar 80% of illegal drugs are used in the majority of the community, yet 80% of those arrested or convicted are African American young boys and girls.

The year 2000 is ten years away. Are you ready? Everyone wants what the U.S. promotes: Power, Prestige, Position and profit. Everyone wants it now. Our children want what they see. In Terry Williams book, Cocaine Kids, he shares that our children have developed the culture of refusal. They refuse to learn what is not applicable to the real world and people, telling them that they cannot learn. They refuse to listen to journalists, police and others who call them animals. Many of us as parents have given up on our children. Crack Kids are the children of marriage between proverty, drugs, unemployment, lack of stable environment and the American Dream. The American myth of upward mobility is filled with hypocrisy that our children refuse to buy.

MARK H. SWANEY

January 17, 1990

Senator Pryor

It is a pleasure to address one of the few people I've voted for who actually got elected. My name is Mark Swaney of the Arkansas Committee to Amend the U.S. Constitution. I have a letter from your office acknowledging receipt of our anti-covert operation amendment.

In the late fifties, as a result of a CIA covert operation, civilian Americans were given L.S.D. wittingly and unwittingly, which led to the proliferation of this drug through America.

In the late sixties a covert CIA operation facilitated the importation of heroin into the U.S. from Laos and Vietnam.

In the early eighties, the DEA and CIA covertly protected cocaine dealing by the Contras, in order that the profits could be used to fund the war in Nicaragua. The guns went south, the dope went north. The terminus of the guns and drugs pipeline was Mena, Arkansas. The State of Arkansas has never investigated the drug ring in Mena.

In view of these facts, why should anyone believe that the U.S. Government is serious about stopping drugs, and will the Senator personally speak out on the issue of covert operations which are in violation of U.S. law?

Mark H. Swaney
HCR 73, Box 169
Dogpatch, AR 72648
(501) 446-2315

ARKANSANS
FOR DRUG FREE YOUTH

Betty Herron
Executive Director

Arkansans for Drug Free Youth (ADFY) reaffirms its opposition to the legalization or to other forms of decriminalization of illicit drugs. Legalization is a flawed concept which totally ignores the physical, psychological and societal risks of drug use. Legalization carries with it the message of approval of drug use and undermines the drug use prevention efforts that are widely implemented throughout the country.

Arkansans for Drug Free Youth further contends that the criminal element would not be driven out of drug use or dealing of drugs simply by legalization. Criminal addicts would continue to commit crimes to purchase legal drugs. Drug dealers would continue to realize profit by increased sales of cheaper, legal drugs. Drug use would clearly increase in the same way that alcohol use has increased since prohibition was repealed. The legal drugs alcohol and tobacco present major health threats, and the consequences of their widespread use are some of the most compelling arguments against legalization of other drugs.

Realistically, there is no way to legalize drugs. Any attempt to maintain control by regulation of distribution, taxation or other means would create another black market, thus negating one of the major arguments in support of legalization. The only way to drive the drug barons out of a legal drug market would be by the government providing all drugs free to all addicts. This ludicrous alternative would undermine the very viability of the country.

Arkansans for Drug Free Youth supports an aggressive approach of widely applied prevention strategies, enforcement of current as well as new and tougher drug laws, and rehabilitation of known addicts as an alternative to the retrogressive idea of legalization of drugs.

The legalization of illicit drugs is a harmful, ill conceived notion which should be strongly opposed.

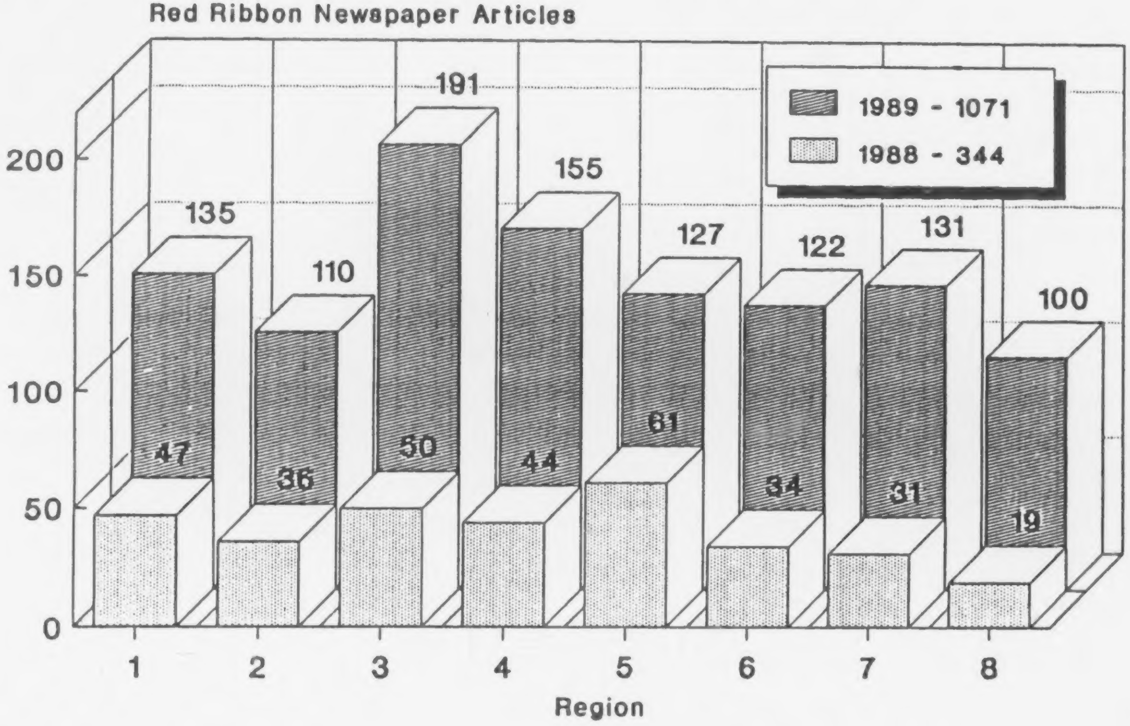
For further information contact:
Betty Herron, Executive Director
ARKANSANS FOR DRUG FREE YOUTH
(501) 664-7865

311 N Elm Street
Little Rock, AR 72205
(501) 664-7865

National
Federation of
Parents

Arkansas' Red Ribbon Campaign

1988-89 Regional Participation



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United States Senate
COMMITTEE ON
GOVERNMENTAL AFFAIRS
WASHINGTON, DC 20510-6250

September 19, 1989

The Honorable William J. Bennett
Director of the Office of the
National Drug Control Policy
Executive Office of the President
Washington, D.C. 20500

Dear Mr. Bennett:

I am writing to invite you or a member of your staff to attend a field hearing which I, as Chairman of the Subcommittee on Federal Services, Post Office, and Civil Service, will be holding at the Horace Mann Junior High in Little Rock on Thursday, October 12. The hearing will focus on "The Drug Problem in Arkansas: The State and Local Response."

As you well know, the drug problem is not restricted to large metropolitan areas, but has spread to small cities, towns, and rural areas. Unfortunately, Arkansas is no exception. Arrests for the sale and manufacture of cocaine, opium, and derivatives of these drugs increased 600 percent between 1983 and 1988. In Pulaski County, which surrounds Little Rock, arrests for the possession of these drugs have more than doubled between 1987 and 1988. In the past year, drug kingpins have sent at least 35 out-of-State dealers into El Dorado to peddle drugs. Four brothers from Mariana, a town of 7,000 in eastern Arkansas, ran a crack cocaine ring that stretched all the way to Detroit, Michigan, until they were recently convicted on drug charges.

I firmly believe that we must increase the federal commitment to state and local governments for assistance in fighting our war against drugs. To learn what resources are now available and working on the State and local levels and what additional resources are needed, I have asked law enforcement and criminal justice officials, prison inmates, social workers, community workers, educators, and students to testify.

The hearing will begin at 9:00 a.m. in the auditorium of the Horace Mann Junior High School, 1000 East Roosevelt Road, Little Rock, Arkansas. I do hope you will be able to attend and join with me in hearing first-hand what our State needs to deal with the drug crisis.

If you have any questions, please call Denise Boerum or Bobby Franklin of my Subcommittee staff at 224-2254.

Sincerely,

David Pryor

JOHN GLENN, OHIO, CHAIRMAN

SAM NUNN, GEORGIA
CARL LEVIN, MICHIGAN
JIM SASSER, TENNESSEE
DAVID PRYOR, ARKANSAS
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PETE WILSON, CALIFORNIA

LEONARD WEISS, STAFF DIRECTOR
JO ANNE BARNHART, MINORITY STAFF DIRECTOR

United States Senate

COMMITTEE ON
GOVERNMENTAL AFFAIRS
WASHINGTON, DC 20510-6250

January 9, 1990

The Honorable William J. Bennett
Director, Office of National
  Drug Control Policy
Executive Office of the President
Washington, D.C. 20500

Dear Mr. Bennett:

As you may recall, I sent you an invitation to attend a hearing in Little Rock, Arkansas to explore the drug problem in my state. Due to the Senate schedule in October, I was forced to reschedule the hearing for Wednesday, January 17, 1990. I would hope that you would be able to join me on the dais and learn with me the problems facing Arkansans in fighting the War on Drugs.

The hearing will begin at 9:00 a.m. at the auditorium at St. Vincent Infirmary Medical Center in Little Rock. The address is 2 St. Vincent Circle. If you have any questions on the hearing or would like to make arrangements to attend, please contact Ms. Denise Boerum or Mr. Bobby Franklin of my Subcommittee staff at 224-2254.

Sincerely,

David Pryor

DP:bf

Sixth Judicial District Chancery Court

JOYCE WILLIAMS WARREN
CIRCUIT/CHANCERY JUDGE
PULASKI AND PERRY COUNTIES

JUVENILE DIVISION

3201 WEST ROOSEVELT ROAD
LITTLE ROCK, ARKANSAS 72204
(501) 660-6700

RE: Hearing on "The Drug Problem in Arkansas: The State and Local Response"

The role of the criminal justice system in the war on drugs is a multi-faceted and arduous one. During the year of 1989, 1,783 cases of delinquent acts (criminal activity) by juveniles were referred to the Pulaski County Juvenile Court. These figures do not include those cases of Families In Need of Services or Dependency and Neglect wherein no actual criminal act was committed by the juvenile. The percentage of these cases constituting an actual charge involving drugs, such as possession of marijuana or a controlled substance, is de minimus. At first blush, this would seem to lead to the conclusion that the drug problem in Pulaski County is a minor one. Most offenses referred to Juvenile Court are not related directly to drugs but rather the taking of property and similar criminal acts engendered by the underlying drug abuse problem; i.e., the juvenile steals to support a drug habit.

In November 1989, Pulaski County Juvenile Court, with the aid of matching federal funds, implemented the TASC (Treatment Alternatives for Street Crimes) Unit, which is designed to provide early intervention and/or assessment of those juveniles who are involved and charged with an offense relating to violence, weapons, and/or drugs. The TASC Unit has a five person staff and operates on a 24-hour, seven day a week basis. Due to the grant funding, the TASC Unit is able to provide drug and psychological assessments and treatment (usually via referrals to local treatment resources) of any substance abuse problem which may exist.

The treatment for a juvenile who has a substance abuse problem is rarely a simple matter due to the myriad of contributing factors. A juvenile substance abuse situation usually stems from family problems which may often involve substance abuse among family members. Treatment can consist of psychological evaluations, drug assessments, random drug screens, counseling on an out-patient basis, or as a last resort, inpatient treatment. If no lesser restrictive alternative is successful, a delinquent juvenile can be committed to the Office of Youth Services (also known as the Training School), which is a locked facility with treatment capabilities.

A juvenile with a substance abuse problem often has other problems, which manifest themselves in the juvenile's behavior at home and at school (both academic and discipline related). Those few facilities which are able to treat a juvenile for abuse problems usually require some form of cooperation from the juvenile and/or the juvenile's family or support system. Those facilities are usually not equipped to treat juveniles who also display behavioral problems or where the family is uncooperative or dysfunctional. Behavioral problems usually manifest themselves as violent or oppositional acts. Therefore, abuse treatment facilities will not accept or retain those juveniles who act out in a destructive or violent manner, as is frequently the case with juveniles referred by the Juvenile Court, because of the disruptive effect and negative impact such actions have on the other juveniles in their program. In the alternative, those facilities (scarce as they are) which specifically and primarily provide treatment to juveniles with violent or oppositional behavioral traits do not adequately address and provide treatment for substance abuse problems. This essentially places the Court in the Catch-22 situation of deciding which treatment is primary; a which do we treat first, the chicken or egg scenario.

Obviously, what is needed are facilities which can provide treatment for both problems simultaneously, specifically, a highly secure, highly structured setting where both problems will be addressed. Since the juvenile's problem relates most frequently to a dysfunctional family which requires major societal treatment to effect a change, institutional care is the only viable solution. In the majority of Juvenile Court cases, the family situation is so poor that any benefit derived from out-patient counseling and treatment of the juvenile is more than offset by the family environment. Since effecting a lasting change in the home and family environment is difficult, if not impossible, for the Court to achieve, the juvenile's behavior must be modified to such a degree that he can resist his environment and remain drug free.

In conclusion, the Juvenile Court's role is generally limited by the scarcity of adequate facilities which can address both the abuse problem as well as the resultant behavioral problems so often encountered. Since the problems generally originate due to family dysfunction, and treatment of those problems would require major changes in our society which are beyond the scope, abilities, or resources of the Court, facilities must be developed which can house and treat a juvenile so that upon the juvenile's release, he can continue to function drug free, regardless of family or environmental factors.

Respectfully Submitted,
Joyce Williams Harben

L.R. NORML,
Little Rock, AR, Jan. 16, 1989.

Senator PRYOR. We send you to Washington to do great things. To do the things that we cannot accomplish as individuals or at the local or state level.

But we have not gotten great things from Washington. Instead we have gotten incompetence. The people pay in $800 billion a year to their federal government. But this is not enough for our elected leaders to spend. They have got to spend an additional $200 billion a year, every year for the past 10 years. They have tripled the national debt in this decade. A decade I remind you, of mostly peace and prosperity. A decade in which the debt should have been reduced, not increased 3 times over.

In the last 2 years of his presidency Mr. Reagan, who never submitted a balanced budget, hit upon a smokescreen, a scapegoat, a witch upon whom to blame all of his troubles. That smokescreen, that scapegoat, is the war on drugs.

There is nothing more inconsequential or irrelevent to the prosperity and welfare of the nation than the fact that a few losers do dangerous drugs. Or the fact that 10 or 15% of the population smokes pot in their own pipes in the privacy of their own homes.

Yet what do we get from the great array of leaders we send to Washington for the last 3 years? We get a law that makes it a federal crime to possess marijuana. How trivial. You all cannot even keep your own house in order, yet you would dictate such minor details of an individual citizens life.

The only thing worse than the targeting of pot smokers as scapegoats for the incompetence of the president and Congress, is the fact that the media and the American people have swallowed it. People are arrested for victimless and nonviolent crimes to the point where our prisons are overflowing. Children are encouraged to turn in their parents for "deviant behavior." There is even talk of building concentration camps for housing "drug offenders".

I will point out, that the words democracy and freedom are not synonymous. It is possible for there to be a tyranny of the majority. When the majority shows zero tolerance for different behavior, when stiff penalties are extracted for non-conformity, then an individual is no longer free to choose his own lifestyle. Such is the course that we have embarked on in the last 3 years.

The first step in stopping this injustice, is to legalize or decriminalize marijuana. Of course, with the events of the last 3 years, this will now have to be done at both the state level here in Arkansas and at the federal level. Eleven states decriminalized marijuana in the seventies and have had good results ever since. It is time that Arkansas joined this list and that the Arkansas representative to Congress showed some support for individual liberty.

Senator Pryor, how do you stand on this issue. Will you help to correct the injustice that is today's marijuana laws, or will you vote for continued intolerance?

Yours truly,

GLEN SCHWARZ,
President, L.R. NORML.

Little Rock NORML membership form
Make checks payable to cash or NORML.

Yearly Dues ____ $12

Membership in National Organization for the Reform of Marijuana Laws and the Little Rock chapter ____ $25.

Name ____
Address ____
City ____
Zip Code ____

NORML

L. R. NORML
P. O. BOX 19031
LITTLE ROCK, ARK. 72209

The
Arkansas Chapters
of
NORML

National
Organization
for the
Reform of
Marijuana
Laws

Changing the Law

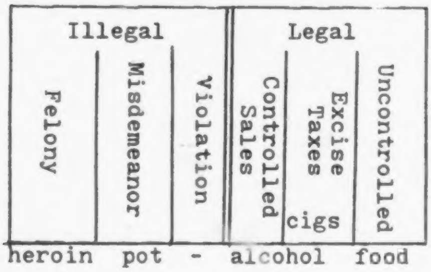
There is an important line between substances that are legal and illegal in our society. However, there are also several warning tracks that approach this line from either direction. From the legal side there are special taxes placed on some items, and then controls on others that fall near the line of legality. Cigarettes and alcohol are good examples of these two categories respectively.

Once past the line of legality, various degrees of punishment are given to people who are caught in possession of prohibited substances. These degrees of punishment are called, in increasing order of severity: violation, misdemeanor, and felony.

Currently Arkansas law states that possession of under an ounce of marijuana is to be considered a misdemeanor. A second offense or possession of more than one ounce at any time can be punished as a felony.

The goal of Arkansas NORML is to reduce the penelties for marijuana use by at least one degree of severity. For example the penalties for simple possession should be reduced from a misdemeanor to a violation. This reduction in penalties is called decriminalization.

The Lines of Legality
in Substance Control.



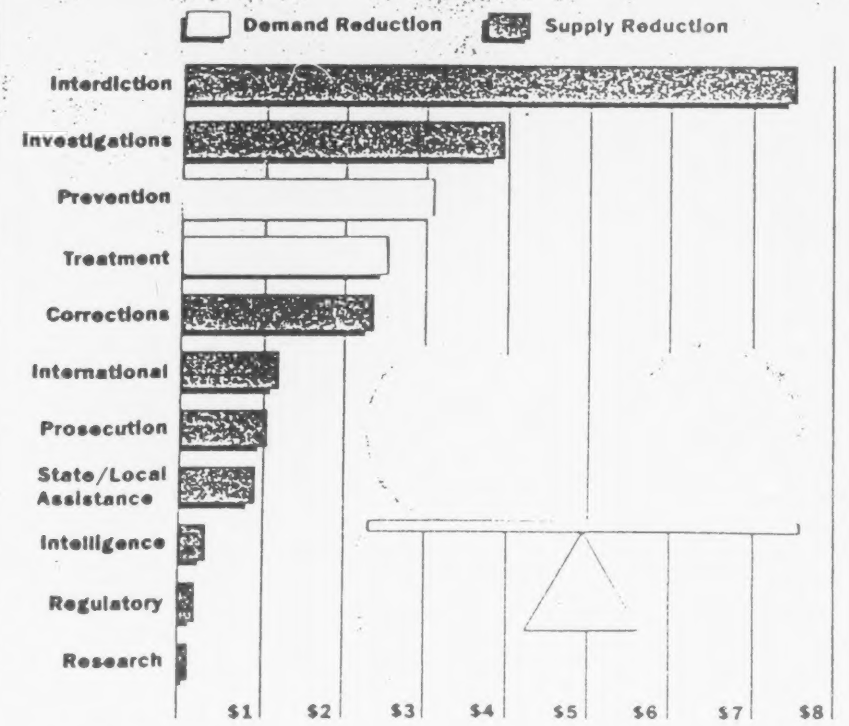
All citizens are probably familiar with the violation form of punishment. Most traffic tickets fall under this category. Persons found guilty of a violation pay a fine and rarely face going to jail. Eleven states have decriminalized marijuana with good results. The closest of these is our neighboring state Mississippi.

NORML believes that the use of marijuana is a non violent and victimless crime. If anything it can only be called a vice or perhaps a crime of non-conformity. It is obvious to the millions of Americans that use or have tried marijuana that the majority has overreacted in its prohibition of this substance. We feel that marijuana decriminalization would be a valuable first step in rectifying an injustice in our society.

Many of the people who support NORML are hard working individuals who are concerned about their own well being and about the society of which they are a part. We believe that decriminalizing marijuana will result in saving many tax dollars that are now spent on law enforcement and jail costs. It will also help to restore a respect for law and order in the effected segments of the populace.

The Arkansas chapters of NORML propose that the majority of citizens show more tolerance towards the so-called crime of marijuana use. We believe that the violation category of punishment for simple possession is a reasonable compromise at this time.

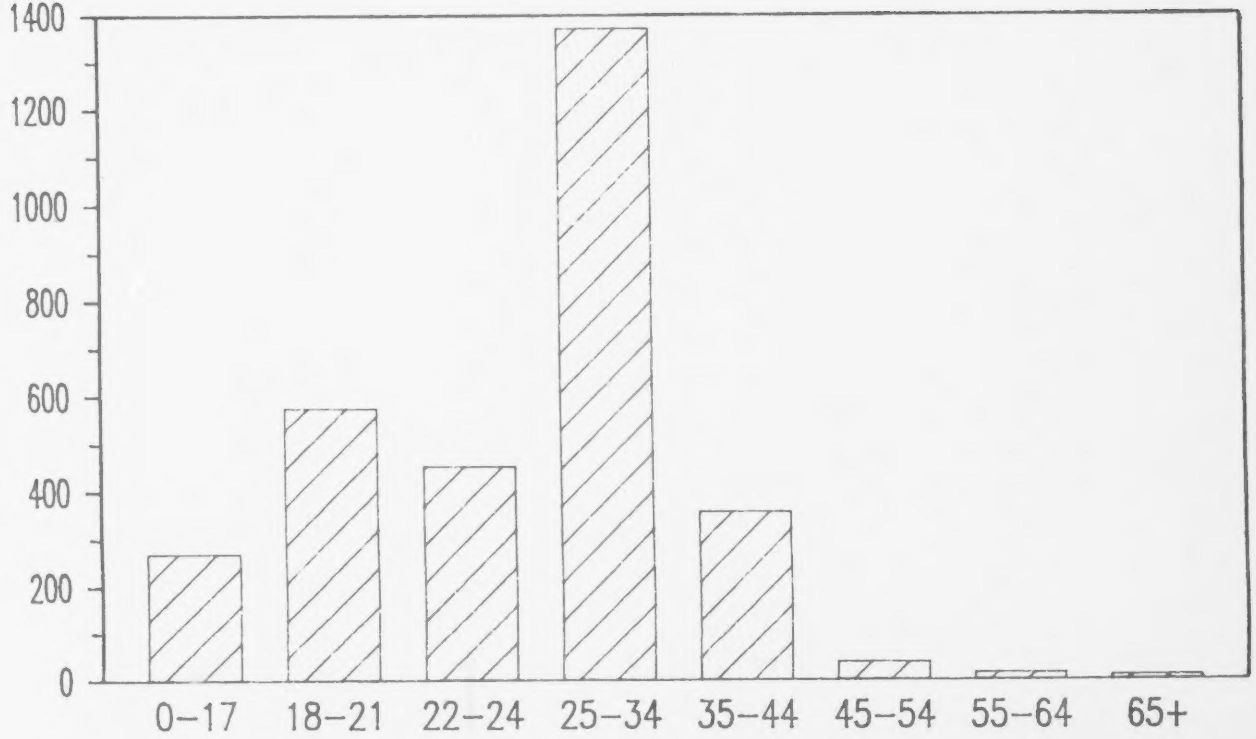
We ask that the issue be debated in the coming elections and then again in the halls of the legislature. Indeed, we now petition our peers and our government for redress of our grievences.



FEDERAL DRUG WAR FUNDING, 1981–89

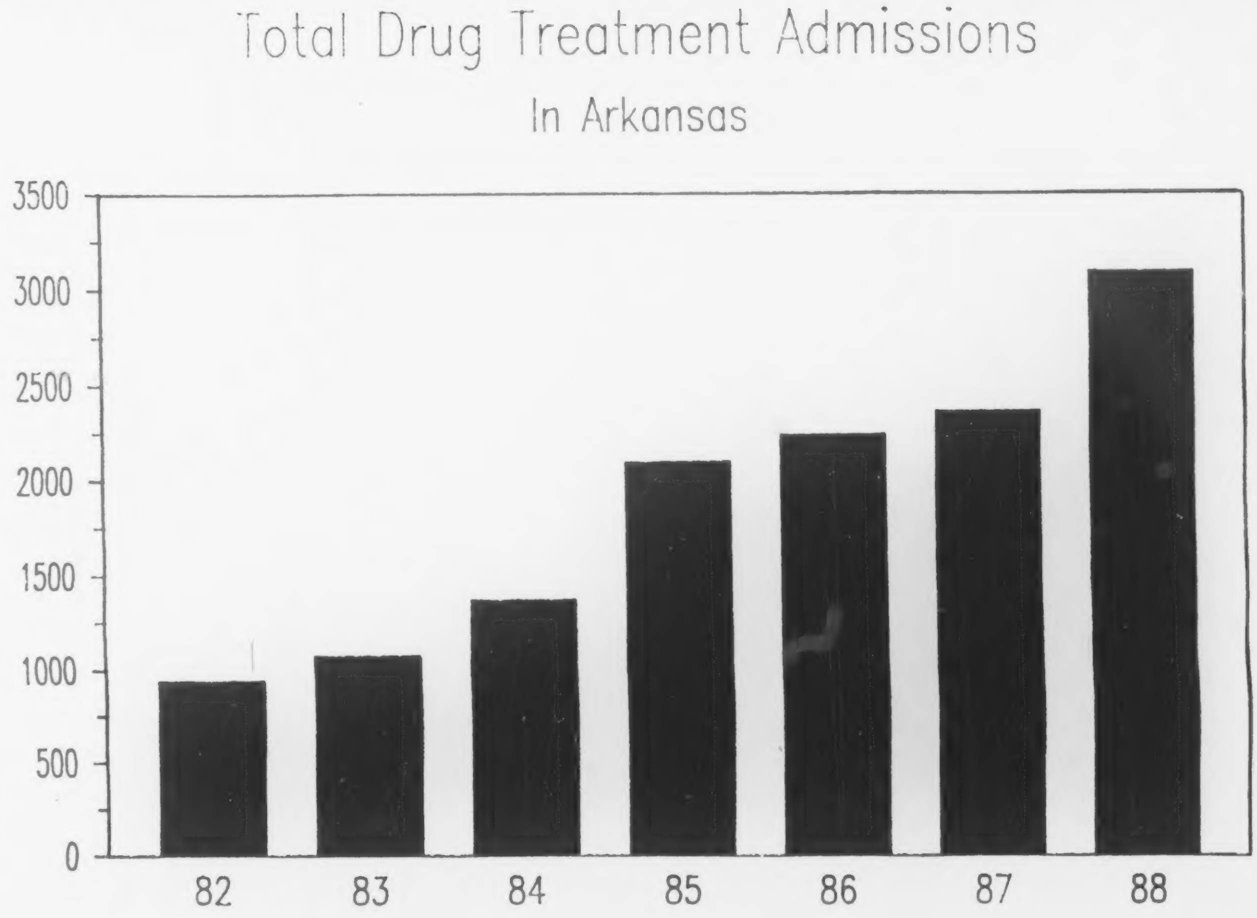
(budget authority in billions)

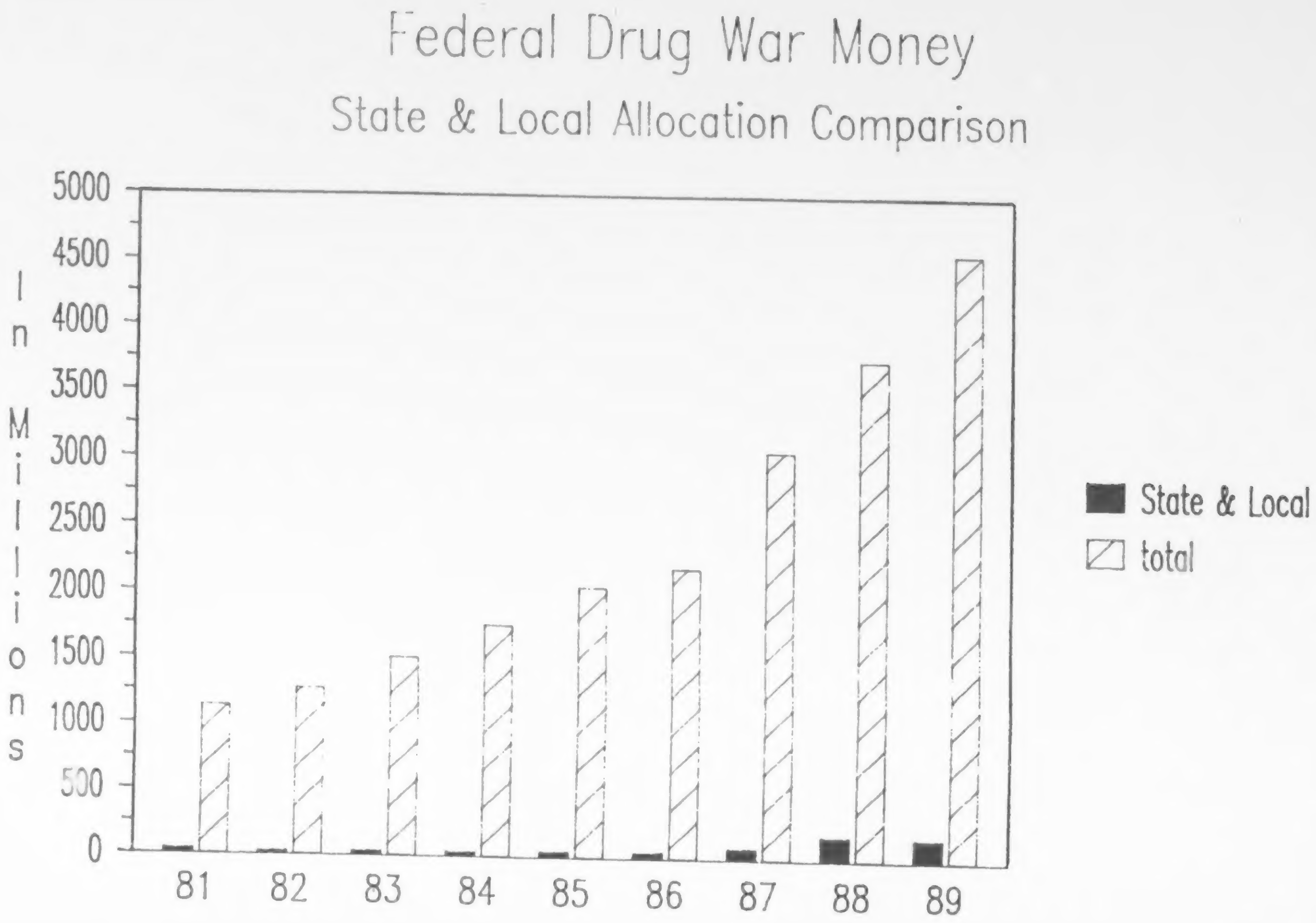
Source: General Accounting Office



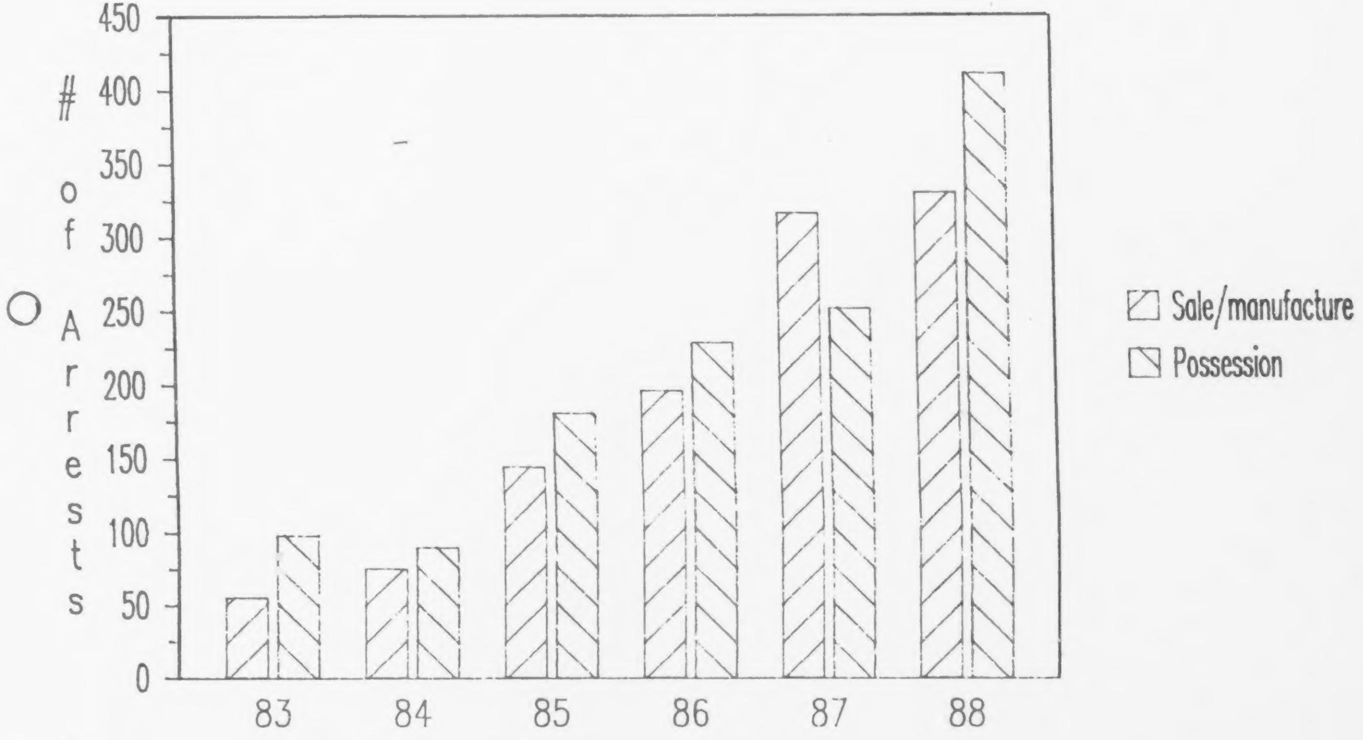
Arkansas Drug Admissions 1988

by Age


Total Drug Treatment Admissions
In Arkansas
3500
3000
2500
2000
1500
1000
500
0
82
83
84
85
86
87
88


Federal Drug War Money
State & Local Allocation Comparison
In Millions
5000
4500
4000
3500
3000
2500
2000
1500
1000
500
0
81
82
83
84
85
86
87
88
89
■ State & Local
▨ total

Drug Arrests for Cocaine and Derivatives

Arkansas, 1983–1988